



Program:

Community Disaster Recovery
Organization



Congresswoman Sue Myrick



Community Disaster Recovery Organization

Congresswoman Sue Myrick

Enclosures:

- Community Disaster Recovery Organization Plan
by Drew Cathell

How to Set Up and Run a
Community
Disaster
Recovery
Organization

BY DREW CATHELL

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IMPORTANT NOTE

First, *read only the section regarding your involvement*. There is repetition from section to section, therefore, *even the Director* should first read only the section pertaining specifically to the *Director*.

- IN BRIEF -

HOW TO RECOVER FROM A NATURAL DISASTER

GET ORGANIZED IMMEDIATELY:

- * Choose a **DIRECTOR** who will be in charge overall.
- * Set up a **RECOVERY CENTER**, a **WAREHOUSE** for supplies, and **HOUSING** for volunteers.
- * Get key persons in place to handle:
 - ACCOUNTING**
 - ADMINISTRATION**
 - VOLUNTEER COORDINATION**
 - CASEWORK**
 - WAREHOUSE MANAGEMENT**
 - WORK COORDINATION**
- * Map out the area you will serve.
- * Determine what **GOODS & SERVICES** are immediately available.
- * Get the word out that you are organized and the location of **HEADQUARTERS**.

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FORWARD

As the first reports of a disaster reach the *outside world*, official and unofficial resources prepare to respond.

National disaster organizations descend on the community and offer assistance and direction. They strive to provide the most basic necessities and the flurry of activity stirs the hopes of those that have lost something, someone...everything. As the community begins to stabilize the issues become more complex. The groups that focus primarily on emergency *relief* withdraw. Those that remain focus their efforts on *recovery* - agendas and *territories* are established - but often with little thought given to the big picture.

The number of people wanting to be involved seems endless. Some of them have been through this before and know what is really needed. They know what to send and how to prepare it so that it is easy to use; they know what tools and supplies to bring to be able to operate effectively and without consuming limited space in shelters or supplies; they bring a crew of people with skills that fit the need; they offer themselves selflessly and return home. They are the rare ones.

Most desire to help and give what they can, but have no experience and sometimes give little thought to what they are offering. They send truck loads of old clothes, broken children's toys, stained carpet, odd sized windows and cases of rusty nails. They send perishable food without the means to keep it cold. They arrive wanting to help the family they saw on TV and they expect you to house them and feed them for what they are doing. They can play an important role and provide resources to a needy community, but they also add to the burden of an already strained situation.

- * Meanwhile, who orchestrates all those volunteers and manages all those supplies?
- * Who knows what the needs are and can direct those who desire to help?
- * Who steps back from the endless variety of individual and organizational resources to build and maintain a united, effective and just service to those in need?

If this disaster is anything like those in the past, it will probably be small groups of determined people who will serve for months with little appreciation...simply because somebody has to do it.

This resource material is collected from and dedicated to those who have served before and is offered to those who are yet to serve.

THREE RESOURCES

This handbook, combined with human resources and computer programs, provides a threefold resource for helping communities organize and manage their recovery. It is our hope that these resources will:

1. Help communities move from fragmented emergency *relief* operations to an effective, centralized disaster *recovery* organization.
2. Help Community Disaster Recovery Organizations increase effectiveness and reduce frustration through awareness of ideas, systems and processes that have worked in the past.
3. Provide a format to help us in refining the information for those who will follow.

We do not assume to answer every question you will encounter. These resources only represent our best attempt to present the information available at this time. We ask your assistance in helping us refine this and collect new information.

THE HANDBOOK

The handbook organizes ideas, systems and samples from previous disaster experiences. As much as possible, the aspects that would be specific to a single site have been removed and the heart of the ideas retained. The handbook is designed to be used as a tool for training local people, a reference throughout the recovery process and a format for recording ideas and changes. Space has been provided in the handbook for you to fill it with notes, comments and ideas for us to review with you during the final stage of your recovery.

THE HANDBOOK

The transition from emergency *relief* centers to long term *recovery* organizations typically happens by default as recovery progresses and needs and resources change. As a result the leadership is always trying to catch up with what is going on. The material in this handbook is presented to provide community leaders with a sense of what is ahead and enable them to prepare rather than merely react. The change from relief to recovery does not take place at a particular time or as a single event.

SECTIONS REPRESENT AREAS OF ACTIVITY NOT PEOPLE

Key operations are described in separate sections to simplify presenting the information, not to imply that any given number of people are needed regardless of the size of the disaster. Some organizations have been successfully managed by 2 or 3 people. Others required many people based on the scale of the disaster and the human resources offered.

SUMMARY INFORMATION

Each operational section is summarized in the following format to help you get the information you need quickly.

1. A *summary* of the area of responsibility, the role it plays in recovery and the skills it takes to make it happen.
2. A *summary* of the operations involved.
3. *Complete* information on each of the operations including sample documents, training packets, etc.

COPIES OF SAMPLE DOCUMENTS

This section contains a copy of every sample document described in the handbook. This is to simplify copying and maintain the integrity of the handbook. Each document is also stored in the word processing program.

CROSS REFERENCES

Rather than repeat information in numerous sections, it appears where it is most used. This is done to reduce the size of the handbook and encourage the coordination of these areas.

DEFINITION OF TERMS

ORGANIZATIONAL ABBREVIATIONS

ARC - American Red Cross

CDRO - Community Disaster Recovery Organization - this acronym is used only in these resources to refer to any community based recovery organization. It is a temporary organization in which, and through which, people can find the resources to help them recover from a disaster.

COS - Charitable Outreach Society

CRWRC - Christian Reformed World Relief Committee - a church based labor resource

BIC - Brethren in Christ - a church based labor resource

FEMA - Federal Emergency Management Agency

MDS - Mennonite Disaster Service - a major church based labor resource

TERMS USED IN THIS HANDBOOK

EMERGENCY RELIEF - the immediate, short term work of providing and stabilizing basic human needs.

DISASTER RECOVERY - the long term work of returning the community to its pre-disaster condition.

VICTIM - a survivor of a disaster

COMMUNITY - an area bounded by well know and commonly accepted borders, i.e., towns, townships, counties, neighborhoods etc.

VOLUNTEER - any person offering assistance for no - or minimal compensation.

STAFF - any person with long term involvement in the recovery effort *regardless of compensation.*

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ESTABLISHING A COMMUNITY DISASTER RECOVERY ORGANIZATION

Most disaster *recovery* efforts begin as emergency *relief* centers and grow into long term recovery organizations that coordinate resources, distribute donated materials and coordinate volunteers for cleanup, repair and rebuilding. In most communities the relief effort is begun by an ad hoc group of community leaders, often from the local churches.

As the transition from relief to recovery begins, the need for greater organization and a Director becomes apparent. The leadership group continues to provide support and direction in establishing policies, but a full time Director is needed to handle operational decisions expediently. This chapter defines the steps a Director takes in transforming the relief center into a recovery organization. The following chapter deals with the Director's responsibilities once the organization is up and running.

THE DIRECTOR

The first task facing the Director is to form and define the recovery organization. Once this is accomplished the Director's most important responsibility is to maintain the health of the organization. Regardless of the secondary responsibilities that a Director may assume, it is essential to keep an eye on how the people are doing and how well the organization is functioning. Every person involved will quickly become immersed in the day-to-day problems of limited resources and endless needs. The Director must be able to step back from the fray and evaluate the effectiveness of operations and the emotional state of volunteers and staff.

The Director's other major role is to serve as a liaison with outside resources. This provides the CDRO with a clear definition of what is available and allows the Director an opportunity to provoke everyone into better cooperation. Although the Director has no real authority to require or dictate cooperation, almost everyone has the desire to serve and most will follow a path that appears to lead them in that direction.

Finally, having knowledge of the big picture, the Director serves as a key person in deciding how funds are to be spent, directing media attention, writing grant applications and requesting corporate donations.

For almost every Director the task has been a *more than full time* job for the duration of the recovery effort. By necessity, the Director becomes one of the few constants in an ever changing situation. Some Directors have had greater skills in managing or organizing or motivating, but the common denominator in those who succeed is a deep commitment to the task of recovery for the entire community and quite honestly, a faith that God will provide them with the strength to serve adequately.

Perhaps the most elusive role that Directors play cannot be described in a job description. He or she becomes the soul of the organization. The Director's attitudes about service and justice become the unwritten directives of the organization. Their strength empowers volunteers to serve and victims to try. Their faith encourages others to believe they will succeed.

MAKING THE TRANSITION FROM EMERGENCY RELIEF TO DISASTER RECOVERY

Although the need to organize is obvious, the path to getting organized is not. It is the responsibility of the Director to take the fledgling organization through the following steps:

REVIEW, ADAPT AND ADOPT ORGANIZATIONAL POLICIES - Policies from past recovery efforts are included herein and should be reviewed by the group that has provided leadership to this point. These policies establish the base on which the organization is built, help everyone work with a common perspective and protect the Director, victims, those who serve and those who donate resources.

UNDERSTAND THE UNIQUE ROLE THAT THE LOCAL ORGANIZATION MUST PLAY - Regardless of the other activities you pursue, it is essential to provide the elements of recovery that can only be done by a local organization.

DEFINE THE GEOGRAPHICAL AREA YOU WILL SERVE - At times the most frustrating aspect of recovery is when a number of groups provide assistance to a single victim while other victims are missed by all organizations. This can be avoided by working with the groups operating around you to define the boundaries of where you are working.

DETERMINE WHAT RESOURCES ARE ALREADY AVAILABLE - The most needless waste of resources is duplicating services that already exist. Identifying outside resources is a constant process throughout recovery.

OBTAIN FACILITIES: Offices for operations, warehouse space for handling donated materials and facilities for housing and feeding out-of-town volunteers.

ASSIGN KEY AREAS OF RESPONSIBILITY: Administration, Casework, Volunteer Coordination, Work Coordination, Warehouse Management, and Accounting.

BEGIN PROCEDURES FOR PROVIDING SERVICES: Referring victims to appropriate resources, distributing materials and supplies and coordinating cleanup, repair and rebuilding.

GET THE WORD OUT - A recovery organization is not worth much if people don't know it exists. Media exposure, public service announcements, hand made posters in post offices, supermarkets, gas stations, etc. all let the public know how to find you.

REVIEW, ADAPT, AND ADOPT ORGANIZATIONAL POLICIES

The following are some of the key policies from past recovery operations:

LIMIT ALL FORMS OF ASSISTANCE TO:

- * victims who live within the geographical bounds of the CDRO.
- * what victims cannot provide for themselves.
- * disaster related loss.
- * those who have applied to FEMA and the ARC.
- * those who provide documentation of their other assistance.
- * what cannot be done by others (FEMA, insurance, etc.).

LIMIT MATERIAL DISTRIBUTION TO:

- * those who have a source of labor to use it.
- * victims who have had an impartial assessment.
- * volunteer work teams that are working on approved projects.
- * those who have a signed voucher or work order.

LIMIT REPAIRS AND REBUILDING TO:

- * homeowners - *no landlords*.
- * the condition prior to the disaster.
- * prioritized work orders (as described in Casework).

Special note: houses partially built, but not occupied during the disaster, should qualify for assistance, but help should be limited to the extent they existed previously.

Many of these policies are discussed in detail under Casework.

UNDERSTAND THE UNIQUE ROLE THAT THE LOCAL ORGANIZATION MUST FILL

Successful disaster recovery is a combination of outside resources, local people working independently in hundreds of ways that will never need to be *organized* and a community disaster recovery organization (CDRO). This *local* organization is essential for three reasons:

1. Only a local organization can accept and provide management for donations that are sent directly to communities in need. Although most donations for disaster relief are sent to national organizations, many donations are also offered directly to the affected communities. These donations include volunteers for cleanup, repair and

rebuilding as well as food, clothing, furniture, appliances, building materials and money. If there is no local organization to handle calls and to accept and manage donations, these resources are often lost. That is tragic, since the major portion of monetary donations given to national organizations are often not used for the designated disaster, but go into *general funds*. Unfortunately, there is no way of knowing how much of the money collected for a given disaster is actually used for that disaster.

2. Only local people are familiar with the geography, people, culture and history necessary to access local resources and effectively gather and evaluate information about victims' needs and resources. The effective use of all resources depends on an accurate record of the needs. Thankfully, even those busy with other aspects of recovery can help in this pursuit.

3. Only a local organization can coordinate the resources and focus on a balanced response to the needs of the entire community. Each outside group has their own agenda and wants to apply their particular type of assistance. However, as the mere collection of these services does not neatly combine to cover all the needs, some form of overall coordination is needed for all resources to be used effectively. Most outside groups will not resist effective coordination, but none will provide it. Therefore, the task of coordinating the various available resources into an effective response falls to the local community organization.

A common mistake in the past has been for a local recovery organization to lose sight of their uniqueness and spend all of their energy addressing the same needs as the outside organizations. It is tempting to forgo the tasks of collecting information and coordinating the efforts of other organizations when so many basic needs are unmet. What is forgotten in the process is that all resources are depending on the local organization for what it uniquely can provide.

DEFINE THE GEOGRAPHICAL AREA YOU WILL SERVE

In the early stages of emergency relief it is not uncommon for victims to seek out multiple sources of assistance. This is not a major problem because the needs are basic, the supplies usually adequate and the ability to draw clear lines between sources of assistance is nearly impossible. However, as these aspects change and services become more involved, the need to eliminate duplications of services and victims falling through the cracks becomes essential.

Although recovery organizations grow out of relief centers, the districts that they serve may have little in common. Relief centers tend to be established without contact with neighboring centers and the size of the districts tend to be small due to the problems with transportation. As the change from relief to recovery takes place, thought must be given to establishing a district that will promote effective assistance and mesh with neighboring organizations. The

final district may serve an area that was helped by a number of relief centers. The following guidelines will help establish an effective district:

LIMIT DISTRICTS TO A REALISTIC AMOUNT OF TERRITORY

It is difficult for a CDRO to effectively serve an area that extends more than 1/2 hour driving time from its center. Sometimes the district is an entire county, sometimes a township or town and sometimes just a neighborhood. When extreme damage exists the district may be quite small, in some cases completely surrounded by a single larger district.

TRY TO ESTABLISH

A SINGLE RECOVERY ORGANIZATION FOR A COMMUNITY

The importance of careful diplomacy in building a combined recovery effort cannot be over emphasized. Ego problems, racial concerns and local politics all complicate the process immensely. A person or a couple of people that are respected by most of the community can be a tremendous asset to this process even if they can not play a major role once the organization has been formed.

WORK WITH THOSE WHO WANT TO COOPERATE

It is not essential for every relief center to agree to coordinate their efforts. The primary task is to identify those who desire to combine for the long haul and begin moving in that direction. Don't delay hoping that everyone will join together. The longer it takes to move from fragmented emergency relief centers to a centralized recovery organization the more difficult the change. Many times those who refuse to work together cease functioning as the cooperative effort gains effectiveness and credibility in the community.

The most important aspect you are looking for is coordination not control. If there are those who categorically refuse to form a combined effort, the next best thing is to establish clear lines defining exactly where each group will operate to avoid overlaps and gaps in service areas.

CONSIDER THE LEVEL OF DAMAGE WITHIN THE OVERALL COMMUNITY

When there is an area of extreme damage within a broader community that has less damage, it may actually be helpful to establish two organizations that work closely together or two branches of the same organization. The level of activity, the types of skills, required, transportation needs, etc. all affect the way you design and operate your organization. Therefore, if the level of damage varies tremendously within the community it may become distractive to meet the variety of needs with a single organization.

COLLABORATE WITH NEIGHBORING ORGANIZATIONS

Zip codes, county lines, fire districts, town and township lines are all clear and usually well known, but do not always correspond to each other. This is not a problem until neighboring organizations, using different geographical systems, overlap or completely miss an area in need. It is essential that the districts mesh completely with the other organizations that surround you. Clear common boundaries eliminate overlap of services and victims falling through the cracks.

DEFINE BOUNDARIES USING INDISPUTABLE, EASILY UNDERSTOOD LINES: ROADS, FIRE AND SCHOOL DISTRICTS, ZIP CODES, TOWN AND COUNTY LINES

Giving the recovery effort a name is not the same as defining its boundaries. Names like *low country* or *upper so and so...* or referring to a part of a city like *North so and so...* can cause confusion and defeat the whole purpose if those names don't define clear boundaries.

DESCRIBE BOUNDARIES ON A MAP AND IN A WRITTEN DESCRIPTION

The map reveals an exact physical description of the district and the written description aids in printed and verbal communications. A lot of time can be saved by being able to direct those who will be served by another CDRO before the conversation or services go very far.

DETERMINE WHAT RESOURCES ARE ALREADY AVAILABLE

The most unnecessary waste of resources is duplicating services that already exist. Therefore, to optimize the effectiveness of all resources it is essential for them to function in a coordinated manner. Each disaster organization has its own agenda. Some focus on one particular need (food, clothing, home repairs, etc.). while others attempt to address all the needs for a segment of the community. However, the simple collection of all of these agencies does not neatly combine to meet all the needs. By coordinating with all such service agencies the CDRO is able to access existing resources, aid them in cooperation, identify unmet needs, direct victims to those who can help and, most importantly, expand the overall effectiveness of all the resources.

FEMA and the Red Cross are not only sources of funds for victims, they can also be tremendous sources of information about those you are trying to help. They can identify victims in need of assistance and help to qualify victims for assistance from a CDRO.

The relationship between the CDRO and national or regional labor resources is typically established by the Director and then passed over to the Volunteer Coordinator and Work Coordinator once they are in place.

OBTAIN FACILITIES

There are potentially three major needs: a *center*, a *warehouse*, and *volunteer support* facilities. Depending on the level of activity and available buildings these may be located in the same building or spread all over town. Usable space following a disaster is often at a premium and therefore can be difficult to find and harder yet to get donated.

THE CENTER

The Center serves as an office for the administrative staff and caseworkers and a communications link between the people of the community and available resources. Initially, it is helpful for The Center to be in a central, visible location even if you continue to use multiple locations for distribution. Once the community has identified the organization and The Center, it can be moved to a different site if the need should arise. Depending on the amount of space available, and the stage of recovery, The Center can also function as an office for the Director, and Construction Coordinator, and provide emergency distribution of water, food, ice, flashlights, batteries, clothing, and household items.

THE WAREHOUSE

The Warehouse is merely space where materials and supplies can be unloaded, housed, handled and distributed. In the past, this has been provided by church sanctuaries, fellowship halls, and gymnasiums, firehouses, community centers and sometimes actual warehouse buildings. A few of the major considerations in choosing a warehouse are:

- * adequate space for the quantity of materials to be handled
- * accessibility to the community
- * protection from the elements
- * protection from theft
- * accessibility for unloading tractor trailers

VOLUNTEER HOUSING

Volunteer housing can be provided by schools, churches, and campgrounds. The most limited factors are often the availability of kitchen and bath facilities. Churches are one of the best sites since there is often strong support from the church community and the facilities are often unused during the very times that housing is most needed. Sunday school rooms, sanctuaries and fellowship halls can easily provide enough space for sleeping and most bathrooms can be modified to provide shower facilities if none exist. Modifications for volunteers' use should be kept to an absolute minimum.

ASSIGN KEY AREAS OF RESPONSIBILITY

ACCOUNTING

Accounting for a recovery operation is typically handled by an accountant, CPA or an accounting firm and differs little from normal accounting practices. However, when the organization is getting under way it is important for Administration to maintain clear records until an accountant takes over. This preliminary record keeping is described in the section on Administration.

ADMINISTRATION

Administration provides the organization and the community with a focal point for channeling communications regarding needs and resources, maintains the records for the organization, performs the normal functions included in running any office and handles limited distribution of supplies to victims.

VOLUNTEER COORDINATION

The Volunteer Coordinator has three major functions: preparing volunteers for general involvement in the recovery effort, channeling volunteers to the needs within the organization and coordinating the necessary support for volunteers within the community (a place to sleep, toilet facilities, kitchen facilities and, in some cases, someone to prepare food.)

CASEWORK

Initially, Casework helps victims understand and access the complex variety of federal, state, and local aid available. This ensures that the victim is maximizing all outside resources prior to expending those of the organization. As resources increase, Casework evaluates the needs of the victims and qualifies them for CDRO assistance. Because of their familiarity with existing needs and services, caseworkers help the CDRO define its operations and apply its own resources effectively. The value of casework is often missed. No other effort represents such potential in terms of resources gained for energy expended.

WAREHOUSE MANAGEMENT

Every material donation requires some amount of handling before it can be used effectively. Some donations will cost more to manage than they are worth. The Warehouse Manager is responsible for maintaining inventories, distributing supplies to victims and work teams and maintaining accurate records of all distributions.

WORK COORDINATION

The Work Coordinator must assess the damage, estimate the materials needed, evaluate volunteers' skills and assign tasks to work teams. Due to the amount of rebuilding in the community, a capable Work Coordinator can be the most difficult position to fill.

BEGIN PROCEDURES FOR PROVIDING SERVICES

The level of service offered by a CDRO will be limited by the resources provided to the organization. However, three main types of assistance grow out of the emergency relief efforts:

1. SERVE AS A REFERRAL SERVICE BETWEEN VICTIMS AND RESOURCES

When CDRO resources are minimal, the most important service a CDRO can provide is to identify the needs and the resources and give assistance to both in finding each other. This is accomplished by the director defining and refining the resources available and communicating that information to the Caseworkers. They, in turn, identify the victims' needs and help them access resources.

Although identifying needs and resources is essential to being able to provide good information to both, it also provides the necessary information to help the CDRO define its other services and apply its resources effectively.

The following resources are some of those available for referral:

FEMA and the American Red Cross (ARC) both provide a variety of services. The services that the ARC will provide will vary somewhat from one location to another based on the resources available and the local ARC organization. Although the caseworkers' primary counsel to victims is simply for victims to apply for aid, caseworkers can help victims appeal the decisions if something seems out of line.

CDRO Review Services help victims by reviewing their plans for recovery. This insures that victims aren't paying too much for materials, purchasing the wrong materials or getting taken advantage of in a bad contract. This reduces the number of victims that need total assistance and insures effective use of all available funds. Thankfully, this service simply uses the existing skilled people within the organization.

Local Human Service Agencies represent a tremendous asset to a community striving to recover. Although they are not specifically designed for natural disaster recovery, they deal with many of the same issues every day. Being aware of the types of service they provide, bolstering their efforts and referring victims to them is an effective use of everyone's energy.

Local Professionals, although not an official part of the organization, can help address issues regarding insurance claims, contracts, and pricing of repairs and rebuilding, reporting losses on income taxes, applying for loans and dealing with emotional problems. Many victims who will not qualify for any of the CDRO's limited financial resources have needs that a CDRO can help through these referrals.

2. DISTRIBUTING SUPPLIES AND MATERIALS

Distribution begins by serving as a channel for donated materials and becomes more complex along with the needs and donations. Every donation needs to be managed in some way before it becomes a usable resource. The Warehouse Manager is responsible for organizing volunteers to sort, prepare, warehouse and sometimes discard donated materials.

As needs become more complex and resources more scarce, Caseworkers determine victims' needs and provide the Warehouse Manager with distribution vouchers for household items, furniture and appliances. The vouchers help to identify and record who gets what. The victims' sign for what they receive to aid in accountability and balancing distribution.

If the victims are handling their own repairs, a Caseworker will determine how much money they have to buy materials and the Assessor will record on the work order an exact materials list. The materials distributed are recorded on the work order and signed for.

3. OVERSEE CLEANUP, REPAIRS & REBUILDING

This begins almost immediately as people work to clear homes, roads, and driveways of debris. This unorganized response will accomplish a great deal and slowly grow into a centralized effort that provides direction to volunteers and assistance to victims.

Cleanup, repair, and rebuilding all require hordes of volunteers. These volunteers are channeled by the Volunteer Coordinator to the Work Coordinator who evaluates their abilities, prepares them to help and distributes them to those in need. Clean-up affects the rich and the poor alike, but can be accomplished with minimal cost and the simplest of tools and skills. As the work shifts from clean-up to repairs and rebuilding, Caseworkers prioritize the work in response to limitations on capital, material donations and skilled volunteers.

As each case is made active it is turned over to the Assessor, who defines the materials to be purchased by the victim prior to volunteer crews and donated materials arriving. This list is given to the victim and recorded on the work order for the volunteers to check prior to beginning.

When the victim has purchased the necessary materials, he/she contacts the Work Coordinator to schedule work crews. If additional materials are needed the volunteer teams are authorized to pick them up at the Warehouse. Again, the donations are recorded on the work order and signed for by the volunteer.

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DIRECTING A COMMUNITY DISASTER RECOVERY ORGANIZATION

REFINE OPERATIONS AND PROCEDURES

It is the responsibility of the Director to constantly review the various operations and make the necessary adjustments to help them be more effective. Part of this is accomplished by working closely with the Caseworkers to identify unmet needs or poorly functioning services.

ASSIGN AND OVERSEE STAFF & VOLUNTEERS

The most valuable resource following a disaster is people who can provide good management skills on a consistent basis. The Director must evaluate the staffing needs, decide when it is pertinent to hire staff, review the performance of any key position and *handle the firing* of key people whether they are volunteers or paid.

LEAD

This includes taking time to step back from the fray and look at the big picture, keeping things in perspective and sharing that view with those dealing with individual needs and problems, watching the staff for signs of burnout and fatigue and providing financial guidelines for all aspects of activity.

SERVE AS A LIAISON WITH OUTSIDE RESOURCES

The resources available to a community are rarely well coordinated and sometimes completely hidden:

- * National and regional disaster organizations
- * Local Human Service groups
- * National, regional and local media attention
- * National, regional and local sources of materials and supplies
- * National, regional and local grants for disaster recovery

APPLY FINANCIAL DIRECTIVES AND APPROVE EXPENDITURES

Money may be used to pay staff, rent equipment or facilities, purchase supplies, furniture, appliances or building materials. This flexibility is obviously a great value to the CDRO. However, it is also the greatest source of mistrust and suspicion within a community. To reduce suspicion the Director must involve a local board in major spending policies, maintain accurate records of expenses and provide clear directives to all staff regarding expenditures.

REFINE OPERATIONS AND PROCEDURES

It is the responsibility of the Director to constantly review the various operations to identify unmet needs or poorly functioning services and make the necessary adjustments to help them be more effective.

COORDINATING CASEWORKERS

The relationship between the Director and the Caseworkers is somewhat unique within the organization. The Director provides general oversight to all coordinators but is the coordinator for the Caseworkers. This involves helping caseworkers understand and apply available resources and serve victims with a single mind. In turn, Caseworkers provide the Director with critical information regarding the unmet needs of victims which help refine existing services, develop new ones and define new stages of assistance.

COLLECT INFORMATION ABOUT THE NEEDS

As in the business world, the simplest and most valuable resource is often information. Without accurate information about the needs a CDRO cannot prioritize the use of materials or volunteers, organize new forms of assistance or respond to organizational representatives and individuals who have resources to offer. More needs may go unmet as a result of insufficient or inaccurate information than inadequate supplies or service.

In addition to the information available within the organization from the Caseworkers, the Director must gather information regarding the general state of victims including those who are *not* seeking assistance from the CDRO. These people have endured as much, and in many cases lost more, than those the CDRO will help with volunteers or materials. However, because they are not seeking assistance from any particular source, there is typically not a good way to get a handle on what is happening to them.

This general information is essential to the CDRO to identify additional types of needs that exist within the community. At times, the best source of this information is the pastors and community leaders. For this reason it is important to get them together from time-to-time to discuss the state of the overall community, to identify individual victims that are currently eligible for assistance, and to identify *types* of needs that are going unaddressed.

Organizing a survey of the community is another way of gathering that information. It can assure total coverage and provide an accurate picture of the extent of the need. The following are a few things to keep in mind during the survey:

- * Collect information and inform victims of the CDRO
- * Assure that victims have transportation to the office
- * Identify urgent situations and relay to office staff
- * DO NOT FILL OUT APPLICATIONS OR MAKE PROMISES
(see Casework)

This process also centralizes the attention of those seeking assistance or wanting to offer their help.

AID THE COORDINATORS IN ESTABLISHING DIRECTIVES

One way the Director can improve the effectiveness of the organization is to aid the Coordinators in writing directives for their operations. Because most businesses take years to establish procedures, some CDROs make the mistake of assuming that such pursuits are pointless for recovery work and try to operate by the seat of their pants. This can result in each volunteer providing their own version of assistance. In turn, this leads to unnecessary feelings of misuse or discrimination and can cause damage to a community that will remain long after the roofs are repaired. Everyone providing assistance needs simple, clear (written) directives for their work and the knowledge of how to modify them when they are bad.

Directives do not need to be formal decrees requiring hours of discussion to create. They should simply express, in written form, what it takes to make things happen properly.

Directives can be as simple as:

- * One bag of groceries per family per day
- * Only ten people in the gymnasium at a time looking for clothes
- * No one will receive materials unless they have a labor resource to use them

DIRECTIVES SHOULD BE MODIFIED AS NEW ISSUES ARISE

You only have time to solve problems once. Every problem represents an opportunity to refine the procedures and policies you have in place. Directives do not force people to be inflexible. Rather, an aspect of good directives is that people recognize when they are working with a special case and know how to handle it.

DIRECTIVES AID PEOPLE OF DIFFERING PERSPECTIVES TO ACT SIMILARLY

For an organization to serve justly it is essential for everyone providing assistance to be able to operate with a like mind. If an individual wants to give of their own resources to address a need, that is their business. However, when a person is responsible for using corporate resources there must be defined procedures for that assistance.

WRITTEN DIRECTIVES REDUCE TRAINING TIME

The only thing constant in your labor force is how regularly it changes. This constant change of key people can be completely debilitating unless there is an easy way to bring people up to speed as to how and what to do. Written directives, policies and procedures shorten the learning curve and aid those providing training by supplying a script to make sure that nothing important is missed.

ASSIGN AND OVERSEE STAFF & VOLUNTEERS

WORKING WITH VOLUNTEERS

For the most part, people who volunteer to help following a disaster are an unusually fine group of people. Most will offer their time to do whatever is needed, including the worst possible tasks, and work harder than most people would work for money. However, providing direction for volunteers requires an understanding of the dynamics involved. The following information also appears in the section on Coordinating Volunteers, but should be covered with any Coordinator prior to beginning to serve.

VOLUNTEERS TEST A PERSON'S ABILITY TO DELEGATE

Working with volunteers is the ultimate test of a manager's ability to delegate responsibilities. Untrained, random volunteers appear to be the perfect justification for doing it all yourself. However, by continually breaking tasks into workable blocks, determining peoples' abilities and assigning responsibilities, volunteers can be used to successfully accomplish many tasks.

VOLUNTEERS KNOW HOW THEIR DONATION IS USED

Every donor wants their contribution used well. However, unlike any other donor, the volunteer is acutely aware of how well their particular donation is being used. Therefore the single greatest service we can offer a volunteer is to use their time and skills effectively.

VOLUNTEERS NEED TO BE PREPARED FOR WHAT THEY WILL FIND

More volunteers become disgruntled from unfulfilled expectations than from suffering hardship. Poor living conditions, simple meals and hard work are easier to handle if you know what to expect. Communicate clearly and without apology what volunteers will encounter and what they will be required to do, to bring, to endure. The few people you lose on the phone as a result of your candor would not have served well anyway.

DIFFERENTIATE BETWEEN PERSONAL SKILL AND THE ABILITY TO LEAD

Perhaps the easiest mistake to make in directing volunteers is assuming that a skilled person is able or willing to oversee a group of people. A good carpenter may *not* be able to head up a crew of handymen. Many volunteers are able to provide a service, and are willing to do so, as long as they are not given the added responsibility of overseeing the efforts of others. Do not lose a good individual regardless of how desperate you are for supervisors.

VOLUNTEERS MUST CARRY PART OF THE BURDEN

Perhaps the most dangerous, and common, attitude is that you have to coddle those who donate their time. In actuality, to operate a large number of effective volunteers, much of the responsibility must be shouldered by them. Your job is to define what they must do and communicate to them: *that they will call you back; they will organize the crew; they will*

locate the tools and supplies needed. If a volunteer will not take responsibility for their part of the operation you may need to tell them not to come or, if they are already there, to go home.

VOLUNTEERS HAVE AN AGENDA

Everyone who offers their time has some reason for doing so. Some want to apply a skill they have; some want to apply a skill they think they have; some want to help a particular person or a particular kind of need; some just want to go south for the winter. Motivating volunteers depends on discovering their personal agendas.

VOLUNTEERS ARE NOT FREE

Because we loosely define a volunteer as someone who receives no money for their work, we often miss the potential gain or loss that each volunteer represents. Skilled volunteers that are used ineffectively and volunteers that consume more than they provide represent a real loss. Learn to identify the real value in those who desire to volunteer.

EVERYONE INVOLVED IN DISASTER RECOVERY IS A VOLUNTEER

At times the hardest working volunteers are those who get paid minimally for their services and consistently do much more than they are asked. Few people involved in recovery are earning what they feel they are worth. They want to help and yet cannot afford, for whatever reason, to completely donate their time. Do not devalue the efforts of those who are compensated in some way by implying that true volunteers are somehow more important, special or deserving of praise. It is easier to give one full day or one full week to a recovery operation than to work hard, faithfully, for months at minimal pay.

COMPENSATED VOLUNTEERS CAN BE A REAL ASSET

Few can give of their time without requiring support of some kind. Volunteers that stay for more than one day usually need a place to sleep, bathe, and eat. Long term retired volunteers may need assistance with gas money. Professional tradesmen may need to cover part of their expenses or the salary of their workers. At times it is more cost effective to hire one full time staff person than to try to coordinate the efforts of numerous volunteers to perform the same task. It is not uncommon to discover, within a volunteer organization, a full time staff person overseeing the work of a group of volunteers who are not generating as much as that person would have by themselves.

BASE COMPENSATION ON NEED

We are used to the most important person earning the most money. This can be an expensive and unnecessary example to follow in disaster recovery. Often the director serves for little or nothing while someone providing a simple task may earn a salary. By those at the top setting the example of seeking minimal compensation based only on their real needs, everyone is encouraged to minimize expenses and donors are assured that money is being spent properly.

LEAD

Recovery operations tend to grow where they are pulled rather than where they are led. This is not surprising considering the state of things when they begin. However, as the Director, you must take the time to observe, to think, to plan and to evaluate what you are doing and how you are doing it. Every problem should lead to a defined solution. The points that follow are included not to try to turn a poor leader into a good one, but rather to highlight some special areas of attention that arise during recovery.

MAINTAIN THE HEALTH OF THE ORGANIZATION

The single most important responsibility of the director is to *maintain the health of the organization*. It is very easy, and very damaging, to become immersed in the endless practical needs of the victims and allow the less obvious needs of the organization to go unmet. This is complicated by the fact that many times a Director takes on other responsibilities (casework, administration, managing the warehouse, etc.). This can be an effective use of human resources or a destructive complication. The health of the organization must take precedence regardless of what combination of secondary responsibilities the Director assumes.

KEEP FOCUSED - KEEP YOUR PEOPLE FOCUSED

Disaster recovery is simply helping the victims get the most out of available resources. You cannot control the level of donations and therefore the level of assistance. You will see endless needs and limited resources. The community and donors do not expect you to address every need, they merely expect you to use what you have been given in a just manner. To know how to use a resource or respond to a need there must be a way to relate it to the overall situation. Every need appears to be great and require immediate attention when you are looking at just that one. The Director has a better view of the big picture and must convey what he or she sees to those who are dealing with problems one at a time.

KEEP AN EYE ON THE PEOPLE

The human resources you are given may be the most precious and fragile ones. Truckloads of materials and thousands of dollars in cash have little value without people to manage them. These invaluable people are subject to frustration, stress and burn out. Some of this can be prevented through good leadership, clear guidelines and, as stated above, being able to keep things in focus.

PREPARE TO END

Perhaps the hardest time for the community, following a disaster, is when the CDRO stops functioning. This can be offset by prioritizing victims for assistance, thoughtfully scaling down and maintaining an attitude of helping people help themselves.

SERVE AS A LIAISON WITH OUTSIDE RESOURCES

The relationships with some outside resources were begun during the transition from relief to recovery. However, resources will continue to surface throughout recovery and must be incorporated into the effort.

FEDERAL EMERGENCY MANAGEMENT AGENCIES & THE AMERICAN RED CROSS

Both FEMA and the ARC are not only sources of funds for victims, they can also be tremendous sources of information about those you are trying to help. They can identify victims and help confirm information that victims have given on their applications for assistance. Recent disasters have revealed that FEMA is not always well organized. Their guidelines do not allow them much flexibility to meet local needs. Although individuals can appeal both FEMA and ARC decisions, the Director from a community organization has considerably more clout in getting a response. It is still worthwhile for the victims to write letters of appeal, or work with the Caseworkers to write them, but the Director can meet with FEMA and ARC representatives on a regular basis to discuss needs.

THE AMERICAN RED CROSS

Most communities have found the ARC to be a tremendous asset during the first stages of emergency relief. However, as the work shifts from relief to recovery it becomes difficult to define exactly what the ARC will and will not do. The ARC handbook for disaster recovery states that ARC *may* provide all kinds of services including managing the entire recovery effort through their own resources and by coordinating others. Our experience has revealed that overall coordination of resources, including the ARC, has come from community organizations.

The relationship between the ARC and the CDRO is somewhat complicated by the presence of both national and local ARC representatives. At times the local chapter has provided tremendous help throughout recovery and shared the community's frustration with the national organization. The primary frustration that we have heard voiced with the ARC is not that it doesn't help, but that there is a gap between what it claims to do and the reality of what it provides. This is typically amplified by local feelings that the ARC (allegedly) uses the heightened interest to garner donations and then doesn't use those funds for the specific recovery.

Our experience has revealed that any inability to perform all the services described in their guidelines has more to do with unrealistically stating what they *might* do than a lack of desire on the part of their staff or the lack of sufficient funds. From our experience, the best attitude to take when working with the ARC is to ask them to define in writing the ways in which they will be able to help and expect just that.

COORDINATING WITH OTHER LOCAL CDROs

This section is only pertinent where the disaster has spread over a large enough area to require more than one community organization. Information pertaining to the process of coordinating a number of community organizations from a single headquarters is covered under Coordinating Multiple CDROs.

When multiple community organizations exist and there is not an outside source of coordination, the leadership of the groups themselves must pursue it. Community leadership often becomes isolated due to the extent of the problems within their own boundaries and misses the resources that other community organizations can offer. Communicating with similar organizations is more often an asset than a burden.

COLLABORATING ON BOUNDARIES

The first discussions between CDROs take place when the recovery organizations are first getting formed. However, additional discussions may be needed if bordering organizations stop providing assistance and an area in which they had been working is to be divided among the groups that remain. By that time, each group will have a better sense of their strength and will be able to offer suggestions as to how to divide the new uncovered area.

SHARE IDEAS AND PROBLEMS

Getting together to identify unmet needs seems to happen automatically. However, getting together to share solutions to problems rarely happens. No one else knows as much as you about what you are experiencing than those striving to lead other community organizations. At times, it is a tremendous boost just knowing that what you are experiencing is not a completely unique situation.

SHARING LABOR RESOURCES

Some organized labor resources will provide assistance to the entire recovery area but want to operate from a single operational headquarters. If properly handled this can be done without undue concentration of their efforts in the home community and without causing competition between communities.

SHARING MATERIAL RESOURCES

At times a donation of materials is more than a single CDRO can make good use of and provides a resource to other CDROs.

COORDINATE WITH LOCAL HUMAN SERVICE AGENCIES

At times the most effective use of resources is to *bolster* the existing resources in local human service organizations. Many of the needs a CDRO will want to address were being

dealt with by human service organizations prior to the disaster. Although these groups are not specifically designed to deal with disaster recovery they often have expertise, facilities, staff and procedures already in place. Church or community sponsored programs providing food, clothing, shelter, transportation, home repairs and counseling may all be operating.

The Director should identify these services and decide which are suitable for close cooperation and support from the CDRO. Once the relationship has been established, CDRO Caseworkers can prepare and refer victims as they would for any in-house service, and all CDRO Coordinators can direct appropriate services, materials and volunteers.

Because human service agencies are not designed for disaster recovery, their response to cooperating may vary tremendously. Not all Directors of such agencies will welcome the additional burden with or without CDRO support. The main point is to be aware of these potential resources and the effectiveness of using CDRO resources to build on what is already in place.

Even if they choose not to participate, they are often one of the best informed groups regarding those people in the community most unable to help themselves. At the very least they can inform the CDRO of who and how they intend to help.

LOCATE AND COORDINATE LOCAL PROFESSIONALS FOR VOLUNTEER CONSULTING

Many of those who will never receive any of the CDRO's limited financial resources have needs that a CDRO can help with through professional consulting. By contacting and organizing willing local professionals, the Director can provide the Caseworkers with valuable resources for addressing issues regarding insurance claims, building and repair prices and contracts, reporting losses on income taxes, applying for loans, managing money and dealing with emotional problems. These professionals are often glad to help and yet are not able to find an organized way to use their areas of expertise.

DIRECT MEDIA ATTENTION & INTEREST

Because the attention given to a disaster by the media costs the community nothing, the value of the exposure is often missed until the resource is no longer available. You cannot control what media reports, but by understanding some of the dynamics behind their coverage you can focus and extend the attention you receive.

OVERSEE SOLICITATION

Although a CDRO primarily works with what is offered, some resources needed by the community are only available through writing a grant application or making the needs known to manufacturers and suppliers.

MEDIA RELATIONS

Significant donations of money, labor, materials, goods, and services are available to any CDRO through media appeals. When COS personnel has been involved in previous disaster recovery, we have handled media appeals in major markets and will continue to do so when desired by the local CDRO. However, it is useful for the Director of a CDRO to have some working knowledge of how best to work with journalists.

If you will answer one question at all times you will achieve the most favorable results. That question is, "What's in it for me?" Although journalists are human beings who are affected, as anyone, by the sight of disaster, their role is a commercial one. It is their job. They expect you to use them for your purposes of procuring aid, but they expect to get their work (their stories) done too.

By the very nature of what they do, they are looking for sensation. The initial impact of the disaster provides that for them. However, as recovery proceeds they will be searching for stories. That search will not be limited to, but will include any improprieties or dastardly deeds they can uncover. It is always wise to respect their needs while all the time being on guard to the negative effects their reports can create.

In truth, you need all the real help you can get. The media can virtually assure that you get it. While, as previously mentioned, guarding against anything that can be negative and harmful to the CDRO's purpose, it is advisable to be ever on the alert for 'stories' journalists may wish to use. Sometimes what may seem less than urgent news, like, 'Today Johnny found his puppy which was feared dead', can be just the kind of human interest a journalist wants. 'Warehouse manager's son caught stealing plywood' is just the kind of story you'd prefer not be reported. However, if anything of that sort becomes known, it's best to deal with it openly and honestly, but without volunteering information. 'Just the facts, ma'am', only when you are asked, is good policy in such cases. When you are being interviewed, take your time answering. Think over every question carefully before answering. Be sure you understand the journalist intent in asking. And, always remember, 'What's in it for me?' It's a mutual condition.

As time passes interest wanes, but need continues. When the media stops coming to you - call them anytime you have something that will give them a genuine story and get the desired results for you. However, never abuse the relationship with unimportant trivia. (See the sample news release on the next page.)

SAMPLE NEWS RELEASE

NEWS

ABC Community Disaster Recovery Organization
Address or Post Office Box
Your Town, State Zip 12345
Tel: (000) 123-4567

CONTACT: Mr. Your Name, Director
(000) 123-4567

Month, Day, Year

Today it was learned that an unusually large professional framing crew has plans to come into Your Town the weekend of Month 28, 29, and 30. It is reported that this crew is capable of completely framing a half dozen homes over the weekend. That is wonderful news as the homes are greatly needed in helping the recovery of this community which was the victim of (specific disaster) _____ weeks ago.

The bad news is, ABC Community Disaster Recovery Organization has depleted its entire supply of framing materials and is hereby making an urgent appeal for donations of replacement materials or funds to purchase those materials so that the services of the professional framing crew might be utilized. Persons interested in helping may contact Mr. Your Name, Director of ABC Community Disaster Recovery Organization at 000-123-4567, or mail checks or money orders to P. O. Box XYZ, Your Town, State, Zip 12345. All donations are tax deductible. *(If applicable)*

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PROVIDING FINANCIAL DIRECTIVES & APPROVING EXPENDITURES

It is advisable for the Director to have a diverse Board of Directors. The board should approve major expenditures and define the amount that the Director can spend without board approval. This protects the Director from suspicions of mishandling funds and frees him or her to respond quickly to operational needs. Although the board made the final decision, the Director is responsible to determine how the money should be spent and present the recommendation to the board.

Capital provides a tremendous asset in that it can be applied in an unlimited number of ways. However, it also requires the most difficult decisions to ensure effective use. Some examples of use of money:

- * Compensate volunteers
- * Pay staff people a salary
- * Purchase building materials
- * Purchase furniture and appliances
- * Hire a specific skilled tradesman
- * Purchase, rent or lease equipment and tools
- * Supply fuel for volunteer and staff vehicles
- * Rent or lease space for office and warehouse use

There are two important facets to using the money wisely. The first is the obvious importance of getting the most out of the money. In recovery, this may mean establishing contacts with supply companies to purchase materials, supplies, furniture and appliances in bulk at reduced rates.

The second aspect of using money wisely has to do with the variety of resources provided to the organization. You may be faced with plenty of materials without enough storage space; or endless volunteers with no one to direct them or estimate materials. Therefore, capital must be used to bring the total donations into an effective balance.

At times the most effective, and controversial, use of capital is hiring or compensating capable people to manage the organization. Both private and corporate donors have concerns over the amount of money that is spent on administration. This is a valid concern in the normal operation of most non-profit organizations. Donors want their money getting through to the people in need, not lining the pockets of the Director and needless staff.

This concern is rarely pertinent to a recovery operation that is faced with managing such huge volumes of donated labor and materials. Most CDROs spend very little on administration because they have to spend so much on labor and materials, but disaster recovery is often flooded with those donations and has no one to lead, direct, or manage them.

Money for administration can still be poorly spent, but often it is where money is most needed. Many resources will go unused, or poorly used, because of the lack of adequate management. This unique aspect of recovery must often be explained to donors.

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ADMINISTRATION

By effectively handling communications and information, administration provides a nerve center for the organization. Many aspects of running any office apply to the administrative operations of a CDRO. However, only administrative issues unique to disaster recovery will be discussed in this section.

THE ADMINISTRATOR

In addition to the skills it takes to manage any office, the Administrator must be:

- * flexible enough to handle the constant change in volunteers, operations and procedures.
- * available for an extended period of time to provide the nerve center with a source of continuity.
- * able to delegate responsibilities in spite of ever changing and short term office volunteers.

Untrained, random volunteers appear to be the perfect justification for doing it all yourself. However, with proper leadership many office tasks can be done by volunteers, either local or out-of-town. This requires continually breaking tasks into workable blocks, determining peoples' abilities and assigning responsibilities.

COMBINING OPERATIONS WITH ADMINISTRATION

In small organizations a single person often serves as both Director and Administrator. Although the same information is required to function well for both, the abilities required are somewhat different. Many people who can lead cannot manage and visa versa.

Both casework and volunteer coordination are primarily administrative pursuits. When sufficient people are available it is helpful to have some specialize in handling each operation. However, if the organization is small it is possible, and may be necessary, for one person to perform all three operations: administration, casework and volunteer coordination.

EQUIPMENT

- * Phones - multiple lines, rotary service (rings any available line when one number is busy).
- * Answering machine - for night use and controlling daytime calls.
- * Bulletin boards - for messages to and between victims, volunteers and the office.
- * Rubber stamps - adjustable date - closed -
- * One large map mounted on the wall showing the entire area served by the CDRO and highlighted to clearly show:
 - * The Center
 - * sources of materials
 - * mileage to key locations
 - * bordering CDRO names and phone numbers

- * any roads added since the map was made where victims on file live. These are added as victims fill out applications with Caseworkers.
- * the borders and map number for 8 1/2" x 11" *map sections*.

* 8 1/2" x 11" *map sections* - representing one of the numbered sections of the larger map. These are copied, marked for a specific street or home and attached to work orders.

* Map stack - a stack of file trays for copies of the *map sections* to highlight streets and attach to the work orders.

* Map file - *for use with computerized records only* - alphabetical file of all affected streets and roads not easily located on the maps - each street is highlighted on a separate 8 1/2" x 11" copy and the name of the street written in red on the side of the map.

* Copier - or at the very least access to a copier.

* Signs for the walls:

WHAT IS A COMMUNITY DISASTER RECOVERY ORGANIZATION?

- * Operates with volunteers and donations.
 - * Not supported by the government.
 - * Can only help as fast and in ways that it is helped.
 - * Established to help victims in *their own* efforts at recovery.
- * Computer - If your staff functions better by working on a computer and the necessary hardware and software are available, a CDRO can benefit by using one for word processing, bookkeeping, etc. However, unless you have to manage the records of more than 100 victims, a CDRO can manage without one.

OPERATIONS

MAINTAINING A RECORD OF CONTRIBUTIONS

A good accounting system must be supported by careful handling of the mail, recording donations and transferring donations to the accountant. The exact process should be determined by your accountant. However, until such a person is available the sample contribution record on page 37 will suffice.

RESPONDING TO CONTRIBUTORS

Mailing a thank you note to a donor for their contribution is not only a courteous response to their giving, but also represents an important step in establishing accountability for both the organization and the donor.

MAINTAINING RECORDS OF SPECIFIC NEEDS

A surprising number of potential donors call to learn exactly what is needed. This contact is often poorly used because there is no running list of specific needs. Even if the caller cannot provide what is needed they will often find someone who can. Just responding "we need money" may be accurate but may not encourage people to give. People will give much more value in specific material and in volunteer needs than in capital.

DEVELOPING AND REFINING SCRIPTS TO STRUCTURE COMMUNICATIONS

Most business office personnel know by heart what questions to ask, what information to give out, and when to forward or refer a call to someone else. This knowledge is often the result of years of refinement that your volunteers do not have. By actively collecting and refining the communications needs of your organization you can provide a clear, accurate and effective script for both staff and volunteers to use.

DEVELOPING AND REFINING FORMS TO RECORD INFORMATION

Knowing what to say and what to ask are only half the battle. Much of the information given to an office volunteer must make its way to some other person for further use. Forms assure that key questions are asked and answers are recorded in a usable format.

CONTRIBUTION RECORD

____/____/____
Day Month Year

1.

Donor

Mailing Address

City

State

Zip

Response Sent

____/____/____
Day Month Year

2.

Donor

Mailing Address

City

State

Zip

Response Sent

____/____/____
Day Month Year

3.

Donor

Mailing Address

City

State

Zip

Response Sent

____/____/____
Day Month Year

4.

Donor

Mailing Address

City

State

Zip

Response Sent

____/____/____
Day Month Year

5.

Donor

Mailing Address

City

State

Zip

Response Sent

____/____/____
Day Month Year

SAMPLE - RESPONSE TO CONTRIBUTORS

The following letter is included in the word processor program. This letter, in itself, is of no great value as anyone could easily write one. This type of letter is helpful in that it is adaptable for taking information recorded in the contributors record (also in the word processor) and combining the information from each donation with the rest of the text in the letter and thereby simplifying the task of responding to donors. If a computer is not available, a similar letter can be written or typed to donors as contributions are received.

_____ Donors name and address

Dear _____:

Thank you for your donation of _____ for our recovery effort here in _____ . You can be assured that your contribution will be put to good use in our ongoing efforts to assist victims of _____. To date we have been able to help _____ of the _____ families in our files. With the assistance of people like you our work continues.

Once again, thank you for your help.

Sincerely,

MAINTAINING RECORDS OF SPECIFIC NEEDS

Many of the donations offered to a CDRO arrive without prior contact. Someone has something they think will be helpful, or they want to dispose of, and they send it to you. Depending on the experience of the donor this can be a real blessing or burden.

Thankfully, many people will contact you to discover what particular items or services are lacking. This can be a tremendous help if you are ready with an accurate list of the needs. Even if the caller can not provide anything on the list, they often find someone who can. The list does not eliminate the value of expressing the need for capital donations. However, many people are more comfortable giving materials or labor than money.

These lists cannot replace the individual coordinator talking directly to potential contributors. The primary purposes are to inform as many people as possible about the needs, handle the bulk of the calls and determine which should be forwarded to a more knowledgeable person.

MAINTAIN A CURRENT *STATE OF MATERIAL NEEDS LIST*

This list should be divided into *items needed*, *items urgently needed* and *items no longer needed*. Be thorough but as general as possible. If you are still in need of every type of building material don't try to name them all, simply state: *all types of building materials*. That is why the *no longer needed* category is so important. It is easier to communicate that *all building materials are needed except insulation* than to list all the building materials. In addition, the *no longer needed* list reduces the amount of unneeded items received.

The list should include not only the needs of the victims, but also the needs of the organization itself (at times a forklift is more important than another load of plywood).

Collect information about:

- * victims' needs (furniture, household goods and appliances) from the Caseworkers.
- * building materials from the Warehouse Manager.
- * organizational needs from each of the Key Coordinators.

MAINTAIN A CURRENT *STATE OF VOLUNTEER NEEDS LIST*

Volunteer needs are typically more difficult to describe. The two most important aspects to define are the skills required (typing, plumbing, etc.) and the *minimum* amount of time needed (4 hours a day/5 days a week, 2 hours once a week, install a shower in the church, etc.). If there is a separate Volunteer Coordinator, the office volunteers should have a list of the needs like:

URGENT: * Electricians
* Assessor - building skills

NEEDED: * Typists
* Warehouse assistants - sorting/preparing/distributing
* Work teams - clean-up/repairs/rebuilding

Once someone expresses interest in one of the needs they can get further information from the Volunteer Coordinator.

Like material donations, the needs should be defined for both the organization's and victim's needs in terms of *needed*, *urgent* and *no longer needed*. *No longer needed* is just a nice way of saying we don't need that or we don't need you.

The bulk of information regarding the state of volunteer needs will be provided by the Work Coordinator through the Volunteer Coordinator. Like materials, the information on each operation's need for volunteers must come from the key coordinators.

Both lists of needs should be reviewed and updated regularly.

PROVIDE WRITTEN DIRECTIONS FOR VOLUNTEERS WHENEVER POSSIBLE

Administration is notorious for having a good supply of skilled volunteers that often appear to be useless. All a skilled carpenter needs in order to fit into the recovery operation is directions to a work site. However, a skilled receptionist must learn numerous processes and procedures to be of any assistance. The demands of training new office staff are amplified by the constant turnover of volunteers.

Therefore, it is essential to have a format that helps volunteers get up to speed quickly and still function accurately. This can be accomplished by writing directions for volunteers to follow. In fact, one of the best things every volunteer can do before they leave is to record the procedures they've used to function well.

PHONE SCRIPTS DEFINE COMMUNICATIONS AND INFORMATION NEEDS

Responding to phone calls is one of the tasks where volunteers can be incredibly helpful or cause total confusion. Helping volunteers write a script frees up valuable personnel for more involved tasks and insures uniformity in responses. Each person who coordinates a key area of activity must provide the basic information for writing a script. This includes:

- * the questions to be asked.
- * the information to be given.
- * when an inquiry should be turned over to the Coordinator.

For instance, the person in charge of managing material donations may want to:

- * handle all calls regarding donations of food and ice personally.
- * inform all potential donors that no more clothing is needed.
- * record.....the contact for the donation.
 -their phone number.
 -what is to be given.
 -how much is to be given.
 -who is responsible to transport it.

The information collected from all operations should be organized in a logical fashion and reviewed with each new volunteer. A good script includes what to do if an inquiry doesn't seem to fit anywhere.

SCRIPTS PROVIDE A FORMAT FOR REVIEW AND MODIFICATION

Scripts must be updated constantly to be helpful. Miscommunications will occur wherever the process is not spelled out clearly or updated. The first time a new question is encountered a volunteer should know who handles it *and* add the new response to the script for future use. In this way the scripts grow naturally without endless hypothetical considerations. Office volunteers are responsible to review the script for changes each time they begin. The Administrator is responsible to review the script when miscommunications occur.

Examples of scripts follow the section on forms - they are only a guide - a starting point to review, modify and build on.

DEVELOPING FORMS TO RECORD INFORMATION

Knowing what to say and what to ask is only half the battle. Much of the information given to an office volunteer must make its way to some other person for use.

FORMS CLARIFY COMMUNICATIONS AND INFORMATION

Hundreds of little pink message slips full of general narrative rarely include all of the information needed and are useless when compared to a phone record designed to answer critical questions and record them in a usable format. It is not essential to create a form for every operation. Many times a list of questions for each operation and a notebook for recording information in an organized fashion is adequate.

The following is an example of a form for recording inquiries regarding material donations:

Date:

Messages taken by:

Contact Person	Telephone Number	Amount & Description of Materials	Transportation
			Us / Them
			Us / Them
			Us / Them
			Us / Them

This record is not an attempt to eliminate the need for follow-up, rather it is used to provide enough information to prioritize limited time for returning calls.

REVIEW THE FORMS IN USE

Once again, using a form is the best test of its design. If you find volunteers are filling the margin with information, it's probably because the form needs to be redesigned or they're taking information that is unnecessary. Either situation should be corrected.

The following is a section of sample scripts and forms. Samples should be reviewed and modified prior to use. They are the result of issues dealt with and problems solved in the past. Where multiple answers are listed for a single question it is to provide some sense of the potential diversity of responses.

SAMPLE SCRIPT - GENERAL INFORMATION

Response To Common Questions:

HOW CAN I GET HELP?

Turn to Victim's script, page 45.

WHAT DO YOU DO?

"We are a temporary, non-profit organization which helps people in (geographical name) find help in recovering from the disaster. We distribute supplies, provide consulting, repair homes, etc."

WHO DO YOU HELP?

"Anyone within (exact physical description of district)".

WHO ARE YOU SUPPORTED BY?

"Everything we work with is private or corporate donations."

HOW GREAT IS THE NEED?

"_____ houses were destroyed"

"_____ houses have major damage"

"_____ houses have minor damage"

"We have _____ victims in our files"

HOW CAN I HELP? WHAT DO YOU NEED MOST?

"We need volunteers, materials and money. Is there a specific way you are interested in helping?"

* Money - refer to the Financial Contribution script.

* Materials - refer to Materials Donations script.

* Volunteers - refer to Volunteer Coordinator

SAMPLE SCRIPT - FINANCIAL CONTRIBUTIONS

INFORM ALL POTENTIAL FINANCIAL CONTRIBUTORS:

- * Make checks payable to:
- * Mail checks to:
- * Our federal ID# for tax records is:

I WOULD LIKE TO DESIGNATE MY DONATION FOR...

A SPECIFIC FAMILY I SAW ON TV - "due to all the TV coverage, that family is receiving a tremendous amount of assistance and many victims with similar needs are going unaided. I would like to encourage you to offer the donation for us to use wherever it is most needed. However, if you only want it to be used for that particular family...

- * we will do so." Write the families name on the memo line.

OR

- * we would ask that you mail it directly to them."

BUYING EVERY AFFECTED FAMILY A NEW...

- * on the NEEDED or URGENT list - "That is a real need thank you".
- * on the NO LONGER NEEDED list - "Our records show that is no longer needed. However, there are other needs that I would encourage you to consider...."

OR

- * "It would probably be better for you to talk to the Director".

I WOULD LIKE TO KNOW EXACTLY HOW MY MONEY IS SPENT

- * "That is not possible, as all money is deposited into an account and withdrawals made for purchasing the things we need."

OR

- * "We can send you a copy of our audit if you like."

OR

- * "We can use your donation to make a specific purchase and send you a copy of the receipt. As this is an unusual request please include a note asking us to do that."

I WILL NEED A RECEIPT FOR MY TAX RECORDS

- * "Your canceled check is your receipt. However, because mail service has been slow, we will send you a note to let you know when it has arrived."

ALL OTHER QUESTIONS REGARDING FINANCIAL DONATIONS SHOULD BE REFERRED TO THE DIRECTOR. IF THE DIRECTOR IS NOT AVAILABLE THE FOLLOWING INFORMATION SHOULD BE RECORDED:

- * Callers name
- * Daytime phone number and hours
- * Nighttime phone number and hours
- * Specific concern

SAMPLE SCRIPT - VICTIMS

ASK - "Do you know anything about our organization?"

- * We are supported totally by donations.**
- * We receive no government support.**
- * We can only help in ways, and as fast, as people help us.**
- * We are committed to help people help themselves.**

ASK - "Do you live in the CDRO district?"

- * YES - Move on.**
- * NO - Ask where they live and refer them to the appropriate CDRO.**

ASK - "Are you or your family in immediate danger?"

This refers to major unstable structural damage to the home, trees leaning on the house, electrical damage, etc.

- * YES - Note type of danger, name of victim and location on a small map - inform Work - move on.**
- * NO - Move on.**

ASK - "Have you applied to FEMA and The American Red Cross?"

- * YES - Move on.**
- * NO - "You will need to before we can offer any major assistance" - move on.**

ASK - "What type of assistance do you need?"

- * Food**
- * Water**
- * Money**
- * Repairs**
- * Furniture**
- * Appliances**
- * Counseling**
- * Information**
- * Transportation**
- * Household items**
- * Temporary shelter**
- * Building materials**

The directions for handling these needs should be defined by the Director.

SAMPLE SCRIPT - MATERIAL DONATIONS

The caller asks "What do you need?"

REVIEW LIST OF NEEDS

The caller offers...

REVIEW LIST OF NEEDS:

NEEDED - "Great we really need that, let me take some information" - fill out Material Donation inquiry record - "Our warehouse coordinator will call you back."

OR

"Great we really need that, let me give you the number of our Warehouse Coordinators and you can speak to them directly to arrange the details."

NOT NEEDED - "Thank you for your interest but we have received plenty - you might want to call the regional warehouse at ____ - ____"

NOT LISTED - "I'm not sure if we need that, let me take some information and our Warehouse Coordinator will call you back." - fill out material donation record.

THE STATE OF MATERIAL NEEDS

URGENTLY NEEDED

- * Mattresses
- * Diapers
- * Roofing materials - 30lb. felt, roll roofing, shingles
- * Plastic - 6 mil or thicker
- * Tarps - all sizes and weights
- * Kerosene heaters

NEEDED

- * All building materials - basics
- * Home furnishings
- * Boxes of sorted food - balanced menu for family
- * Men's warm coats
- * Shoes - children's and men's
- * Copier

NO LONGER NEEDED

- * All other clothes than those listed
- * Ice
- * Generators

INQUIRIES REGARDING DONATIONS OF MATERIALS

DATE: _____ MESSAGES TAKEN BY: _____

[illegible]

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VOLUNTEER COORDINATION

Volunteer Coordination is primarily an administrative task that provides personnel for all operations by refining labor donations into an effective resource and channeling them to the appropriate areas of need. This includes:

- * aiding key coordinators in defining their volunteer needs.
- * communicating with potential volunteers for scheduling and preparations for involvement.
- * working with the director to involve national volunteer organizations.
- * organizing support facilities and services for out-of-town volunteers.

THE VOLUNTEER COORDINATOR

Except in major disasters, this role is more an area of knowledge than a full-time job. It can be performed by a part-time volunteer or as one of the responsibilities of a full-time office worker.

Perhaps the most valuable attribute for a Volunteer Coordinator to have is past experience *directing* volunteers. Understanding the dynamics of evaluating, placing, motivating, correcting and firing volunteers is a skill unto itself and often misjudged by those who have never had the experience. Even those experienced in working with volunteers will be slightly overwhelmed by the sheer volume of volunteers that a disaster recovery organization will handle.

In addition to past experience, the Volunteer Coordinator must be a good organizer and, like the Administrator, a master of the art of delegation. Working with volunteers is the ultimate test of a manager's ability to delegate responsibilities. Untrained, random volunteers appear to be the perfect justification for doing it all yourself. However, with proper leadership many tasks can be done by volunteers, either local or out-of-town. The Volunteer Coordinator aids this by determining the abilities of the available volunteers, assigning responsibilities and aiding key coordinators in breaking tasks into workable blocks.

VOLUNTEER RESOURCES

ORGANIZATIONAL RESOURCES

Organizations, both regional and national, provide a substantial labor resource for a CDRO. They handle their own scheduling, communications, transportation, organization and provide access to a large volunteer labor pool. Typically, their involvement is very structured - they establish weekend or weekly terms of service, fill them with groups of volunteers and focus on the big tasks of cleanup, repair and rebuilding. However, like any group of people, their skills still vary and the need for total support (food, shelter, toilet and kitchen facilities) remains. These organizations are discussed in the summaries on the following pages.

INDEPENDENT RESOURCES

Independent volunteers potentially represent as strong a labor resource as do organizations. For many of the tasks requiring long term or regular involvement they are *the only* resource. However, the demands on the CDRO to manage them are much greater. Few people have experience with disaster recovery work and therefore many must be educated as well as organized. In addition, their involvement is much less predictable, some will:

- * work as individuals...others in groups.
- * call ahead...others just show up.
- * come prepared to care for themselves...others expect you to house and feed them

SPECIAL RESOURCES

One of the best sources of skilled, long term volunteers is the newly retired. These people are still quite active, skilled and, in many cases, able to help without much assistance for an extended period of time. Retired people are typically well known within the community and can be approached whenever their area of expertise is needed. However, retired folks from outside the community must be *captured* when they offer their services. Many times a new retired person or couple will remain involved if the need is presented to them and they can still be somewhat flexible within their responsibilities.

Trade associations and schools have played a role in some recovery operations. Most often they are looking for a well defined project to take on and work relatively independently. Therefore, they are an excellent resource for building an entire home.

The relationship with national volunteer labor resources is first established by the Director and passed along to the Volunteer Coordinator for managing. The summaries of those organizations are therefore included in the Director's information.

WORKING WITH VOLUNTEERS

For the most part, people who volunteer to help following a disaster are an unusually fine group of people. Most will offer their time to do whatever is needed, including the worst possible tasks, and work harder than most people would work for money. However, providing direction for volunteers requires an understanding of the dynamics involved. This information appears also in the Section on Directing a CDRO, but should be covered with any Coordinator prior to beginning to serve.

VOLUNTEERS TEST A PERSON'S ABILITY TO DELEGATE

Working with volunteers is the ultimate test of a manager's ability to delegate responsibilities. Untrained, random volunteers appear to be the perfect justification for doing it all yourself. However, by continually breaking tasks into workable blocks, determining peoples' abilities and assigning responsibilities, volunteers can be used to successfully accomplish many tasks.

VOLUNTEERS KNOW HOW THEIR DONATION IS USED

Every donor wants their contribution used well. However, unlike any other donor, the volunteer is acutely aware of how well their particular donation is being used. Therefore, the single greatest service we can offer a volunteer is to use their time and skills effectively.

VOLUNTEERS NEED TO BE PREPARED FOR WHAT THEY WILL FIND

More volunteers become disgruntled from unfulfilled expectations than from suffering hardship. Poor living conditions, simple meals and hard work are easier to handle if you know what to expect. Communicate clearly, and without apology, what volunteers will encounter and what they will be required to do, to bring, to endure. The few people you lose on the phone as a result of your candor would not have served well anyway.

DIFFERENTIATE BETWEEN PERSONAL SKILL AND THE ABILITY TO LEAD

Perhaps the easiest mistake to make in directing volunteers is assuming that a skilled person is able or willing to oversee a group of people. A good carpenter may *not* be able to head up a crew of handymen. Many volunteers are able to provide a service, and are willing to do so, as long as they are not given the added responsibility of overseeing the efforts of others. Do not lose a good individual regardless of how desperate you are for supervisors.

VOLUNTEERS MUST CARRY PART OF THE BURDEN

Perhaps the most dangerous, and common, attitude is that you have to coddle those who donate their time. In actuality, to operate a large number of effective volunteers, much of the responsibility must be shouldered by them. Your job is to define what they must do and communicate that to them. For example: *they* will call *you* back; *they* will organize the crew; *they* will locate the tools and supplies needed. If a volunteer will not take responsibility for their part of the operation you may need to tell them not to come or, if they are already there, to go home.

VOLUNTEERS HAVE AN AGENDA

Everyone that offers their time has some reason for doing so. Some want to apply a skill they have; some want to apply a skill they think they have; some want to help a particular person or a particular kind of need; some just want to go south for the winter. Motivating volunteers depends on discovering their personal agendas.

VOLUNTEERS ARE NOT FREE

Because we loosely define a volunteer as someone who receives no money for their work, we often miss the potential gain or loss that each volunteer represents. Skilled volunteers that are used ineffectively and volunteers that consume more than they provide represent a real loss. Learn to identify the real value in those who desire to volunteer.

EVERYONE INVOLVED IN DISASTER RECOVERY IS A VOLUNTEER

At times the hardest working volunteers are those who get paid minimally for their services and consistently do much more than they are asked. Few people involved in recovery are earning what they feel they are worth. They want to help and yet cannot afford, for whatever reason, to completely donate their time. Do not devalue the efforts of those who are compensated in some way by implying that *true* volunteers are somehow more important special or deserving of praise. It is easier to give one full day or week to a recovery operation than to work hard, faithfully, for months at minimal pay.

COMPENSATED VOLUNTEERS CAN BE A REAL ASSET

Few can give of their time without requiring support of some kind. Volunteers that stay for more than one day usually need a place to sleep, bathe and eat. Long term retired volunteers may need assistance with gas money. Professional tradesmen may need to cover part of the expense or the salary of their workers. At times it is not uncommon within a volunteer organization to discover a full time staff person overseeing the work of a group of volunteers who are not generating as much as that person would have by themselves.

OPERATIONAL SUMMARY

DEFINING AND FILLING THE NEEDS

The Volunteer Coordinator is responsible for matching available people with the current needs. This process begins by working with key coordinators to write job descriptions - brief descriptions of the tasks to be accomplished and the minimum amount of time needed to be productive. This information is compared with the volunteer surveys to match skills and availability.

SCHEDULING GROUP INVOLVEMENT

Information about individual volunteers is typically passed along to the appropriate coordinator for scheduling. But, because scheduling groups is such a repetitive task, the Volunteer Coordinator can handle such inquiries effectively. Since those coordinating clean up, repairs and rebuilding are most often busy in the field, it is a tremendous help to have an office based person answer questions and schedule groups. In addition, there are often members of a group who need information about other ways they can help while their group is there.

PREPARING VOLUNTEERS TO SERVE

Volunteers bring with them an endless variety of skills and knowledge that is useful to the community. However, they lack some of the most basic information needed to get up to speed quickly and operate effectively. The Volunteer Coordinator is responsible for communicating that information (meals, bathrooms, first aid, messages, etc.) and providing the volunteers with some understanding of what they face and how to handle it.

COORDINATING VOLUNTEER SUPPORT

The tasks of cleaning up, repairing and rebuilding take an enormous number of out-of-town volunteers. Few of these people are able to operate completely independent from local support. Most need food to eat, a simple place to sleep and facilities for bathing. They need a place where they can prepare meals or, at the very least, an electrical hookup for their motor homes. Most of these needs can be met through donations and access to local facilities, but the Volunteer Coordinator must organize and oversee the resources.

DEFINING THE NEEDS

Specifically defining the needs of volunteers is the first, and often the most overlooked, step in getting those needs filled. The supply of volunteers is dramatically affected by the presence of a concise, and yet complete, list of the needs. People are more likely to offer their services when they know there is a particular need for their unique skill. Even people unable to help can locate and support a person with the needed skills.

The best source of information regarding volunteer needs is the Key Coordinator. However, the demands of running their operation tend to result in sketchy descriptions like *an assessor or somebody to handle the warehouse*. So, it should be no surprise when needs are rarely or poorly met. The Volunteer Coordinator must work with each coordinator to fully and clearly define what is needed.

WRITE JOB DESCRIPTIONS

Job descriptions for recovery work need not be highly detailed accounts of every aspect of work, but rather a brief description of the tasks involved (typing, plumbing, etc.) and the optimum and minimum amounts of time needed to be productive. The optimum is typically a regular, long term involvement. However, most tasks can also be accomplished by a series of volunteers working for shorter periods of time. The minimum term for cleaning out a muddy basement might be 4 hours. For working in the warehouse it might be 1 week. For coordinating donated materials it might be 2 months. On the job description it would be stated as:

- * 4 hours a day/5 days a week
- * 2 hours/once a week
- * once to install a shower in the church

Defining the minimum amount of time rarely causes people to limit their giving, but does provide a helpful step in breaking major tasks down into workable blocks and delegating them to various volunteers. Coordinators should further aid the process by categorizing the needs in terms of *needed*, *urgent* and *no longer needed*. *No longer needed* is just a nice way of saying we don't need you.

Once completed, the list of volunteer needs should include the needs of all the operations and categorize them by *needed*, *urgently needed* and *no longer needed*. The following page is a sample of how a typical, yet incomplete, list of volunteer needs might look.

SAMPLE - THE STATE OF VOLUNTEER NEEDS

URGENTLY NEEDED

CONSTRUCTION COORDINATOR

Residential building skills

Minimum involvement - 4 hours a day/5 days a week/1 month

Optimum involvement - 8 hours a day/5 days a week/6 months

OFFICE VOLUNTEERS - total need: 40 hours a week

Typing/bookkeeping/handling calls and walk-ins

Minimum involvement - 4 hours a day/1 day a week/1 month

Optimum involvement - 8 hours a day/5 days a week/6 months

CASEWORKERS - total need: 80 hours a week

Deal with victims/evaluate needs

Minimum involvement - 4 hours a day/3 days a week/6 months

Optimum involvement - 8 hours a day/5 days a week/12 months

NEEDED

CLEAN UP VOLUNTEERS - groups of 4 or more - total need: endless

Hard work/dig mud/haul debris/you know...clean up

Minimum involvement - 6 to 8 hours a day/1 day

Optimum involvement - 6 to 8 hours a day/1 week

REPAIR CREWS - groups of 4 or more- total need: endless

Repair roofs and structural damage to stabilize houses

Minimum involvement - 6 to 8 hours a day/1 day

Optimum involvement - 6 to 8 hours a day/1 week

WAREHOUSE VOLUNTEERS - total need: 3 people daily

Unload, sort, discard, and prepare materials for use

Minimum involvement - 6 to 8 hours a day/1 day

Optimum involvement - 6 to 8 hours a day/5 days a week/3 months

NO LONGER NEEDED

PHONE BANK RECEPTIONIST

PEOPLE TO DISTRIBUTE FOOD

FILLING THE NEEDS

Just as the coordinators must define the needs, the Volunteer Coordinator must evaluate the resources to determine where they would be best applied. There is nothing more frustrating than to discover you've had an electrician shoveling mud and a handyman wiring a house. Evaluating the resources requires knowledge of the same elements described in the job descriptions: skills and time available. This process is simplified by having every volunteer fill out a volunteer survey.

On the next page is a sample volunteer survey. The following notes explain some of the questions asked:

DATE CONFIRMED - records that a person is definitely coming - this is typically accomplished when volunteers call 2 weeks before they arrive. Volunteers that have not called by 1 week before should be called by the office for confirmation or cancellation.

TIME AVAILABLE - is used to describe the amount of time the volunteer will be available *for regular involvement*. This might be *2 hours a day, 8 hours a day for 2 months, once a week or whenever needed*.

ARRIVAL AND DEPARTURE - are used to describe the amount of time the volunteer will be available *for a one time involvement*. This might be a day, a weekend, or weeks. The times are particularly helpful for those preparing meals or supplying groceries.

Typically, either *time available* OR *arrival and departure* would be filled in but not both.

SUMMARY OF CONSTRUCTION SKILLS - simplifies measuring a person's level of skill without having to ask them a thousand questions. If the form is being filled out over the phone it is most expedient to explain the four levels of skill first, then have the person respond to each item on the list.

For an individual, the survey is best filled out during the first phone call. Gathering information from groups is discussed in the next section. At the end of every conversation or correspondence, both the volunteer and the Volunteer Coordinator should be clear as to the next step and who is responsible to make it happen.

The information on the form is used to decide where and how best to use the volunteer. The form itself is turned over to the appropriate coordinator for follow-up. If there is no current need for the volunteer, it is kept on file.

THE VOLUNTEER SURVEY - INDIVIDUAL

Date called _____ Date confirmed _____

Name _____ Day phone # _____ Night _____

Address _____ Age _____

Time available _____ How often _____

Arrival: Date _____ Time _____

Departure: Date _____ Time _____

SUMMARY OF CONSTRUCTION SKILLS

Foreman (F) - able to lay out materials and work, oversee others.
Journeyman (J) - skilled and equipped
Handyman (H) - some experience and equipment
Unhandyman (U) - no skill

Circle the appropriate level of skill.

F J H U - Concrete - forming/pouring/finishing
F J H U - Masonry - block/brick
F J H U - Plumbing
F J H U - Electrical
F J H U - Heating/Cooling
F J H U - Rough Carpentry - framing/structural repairs/decks
F J H U - Finish Carpentry - hanging doors & cabinets/trimming
F J H U - Roofing
F J H U - Hanging Drywall
F J H U - Finishing Drywall
F J H U - Siding - vinyl/aluminum/wood
F J H U - Painting
F J H U - Laying Carpet
F J H U - Laying Linoleum
F J H U - Operating equipment - specify _____

SUMMARY OF ADMINISTRATIVE SKILLS

* Typing
* Data entry
* Bookkeeping

SCHEDULING GROUP INVOLVEMENT

Because most groups work on the major tasks of clean up, repair and rebuilding, their coordinator is often busy in the field. Therefore, it is a tremendous help to have an office-based person answer questions and handle scheduling. The Work Coordinator must provide whatever specific information the volunteer needs and that information must be added to the general information given to all volunteers.

Many groups will include individual volunteers who cannot work at what the rest of the group will be doing and who need information about other ways they can help while they are there.

On the next page is a sample volunteer survey for groups. Many of the questions are the same as the individual survey. The following notes explain some of the additional questions asked:

Name of contact person - who will act as the communication link with the group

Number/age - Women 15-19 20-35 36-49 50-65 Total _____

Number/age - Men 15-19 20-35 36-49 50-65 Total _____

These categories record the number of people and their ages to aid Coordinators in preparing housing and selecting their work projects.

SUMMARY OF SKILLS - The summary should represent the combined skills of everyone in the group. This is best accomplished by mailing a single Individual Volunteer Survey and a copy of the group summary to the contact person who would have each member of the group fill out an Individual copy and who would put the total number next to each skill level on the group summary. The completed surveys should be turned over to the Work Coordinator or Volunteer Coordinator upon arrival at the site. This helps the Coordinators break the group into the most usable units in response to the existing needs.

EXAMPLE: For a group with 12 people who will work concrete - 2 foremen, 4 journeymen, 4 handymen and 2 without any real skill at all in concrete. The summary would show:

 # # # #
F _2_ J _4_ H _4_ U _2_ - Concrete - forming/pouring/finishing

THE VOLUNTEER SURVEY - GROUP

Date called: _____ Date confirmed: _____

Name of contact person: _____

Telephone number: Day _____ Night _____

Address: _____

Arrival: Date _____ Time _____ Departure: Date _____ Time _____

Number/age - Women 15-19 20-35 36-49 50-65 Total _____

Number/age - Men 15-19 20-35 36-49 50-65 Total _____

SUMMARY OF SKILLS

The following summary should represent the combined skills of everyone in the group. This is best accomplished by having each volunteer fill out one and put the total number next to each skill level.

Foreman (F) - able to lay out materials and work, oversee others.

Journey (J) - skilled and equipped

Handyman (H) - some experience and equipment

Unhandyman (U) - no skill

#	#	#	#	
F__	J__	H__	U__	Concrete - forming/pouring/finishing
F__	J__	H__	U__	Masonry - block/brick
F__	J__	H__	U__	Plumbing
F__	J__	H__	U__	Electrical
F__	J__	H__	U__	Heating/Cooling
F__	J__	H__	U__	Rough Carpentry - framing/repairs
F__	J__	H__	U__	Finish Carpentry - doors/cabinets/trim
F__	J__	H__	U__	Roofing
F__	J__	H__	U__	Hanging Drywall
F__	J__	H__	U__	Finishing Drywall
F__	J__	H__	U__	Siding - vinyl/aluminum/wood
F__	J__	H__	U__	Painting
F__	J__	H__	U__	Laying Carpet
F__	J__	H__	U__	Laying Linoleum
F__	J__	H__	U__	Operating equipment - specify _____

Additional skills or comments: _____

PREPARING VOLUNTEERS TO SERVE

Volunteers bring with them an endless variety of skills and knowledge that is useful to the community. However, they lack some of the most basic information needed to get up to speed quickly and operate effectively. The Volunteer Coordinator is responsible for communicating that information (meals, bathrooms, first aid, messages, etc.) and providing the volunteers with some understanding of what they have volunteered for and how to handle it.

The simplest way to communicate the basics is through an information sheet that can be read and reused as new people arrive. This must constantly be updated as new issues or changes occur. This information is in addition to the *task specific* information to be provided by each coordinator.

In addition to the practical information a new volunteer receives, it is essential for them to be able to put the disaster in perspective. They are arriving from a stable environment with a desire to serve. It is very difficult for them to grasp the situation into which they must now function. At times this information is best shared verbally from an involved volunteer. This also provides an opportunity to answer questions and update the information on the sheet.

VOLUNTEER INFORMATION SHEET (1)

WELCOME

This information sheet is provided to help you become familiar with the facilities and staff as well as working with the victims.

FACILITIES

BATHROOMS & SHOWERS - are located.... We ask you to shower quickly as the supply of hot water is limited.

KITCHEN - facilities are located.... Common food (available for all to use as needed) is located in the cabinets and on the refrigerator shelves as marked. Everyone (group) is responsible for their own food preparation and clean-up.

FIRST AID - kit is.... Emergency phone numbers are listed.... The closest hospital is....

MESSAGE - board is..., for messages to and between victims, volunteers, the office etc.

PHONE - is... for volunteer use. Service is restricted to collect or credit card calls.

SLEEPING - assignments will be given by..., who can handle any changes or problems with those arrangements.

TRANSPORTATION - to the work sites and back again is....

VEHICLES AND TOOLS - are the responsibility of their owners. The CDRO will not repair or replace damaged, stolen or lost equipment.

INSURANCE - We do not have insurance to cover you in the event of illness or injury. Therefore we ask you to work carefully and use your own insurance for such expenses.

STAFF

All of the staff are volunteers and, like yourselves, are trying to help the very best we can. Suggestions regarding how to improve our work will be welcomed, but please remember that everyone here is taxed greatly and needing your patience, understanding and ideas.

The Volunteer Coordinator is..., for information regarding work areas and volunteer support.

The Administrator is..., for questions regarding the office and contributions.

The Work Coordinator is..., for specific questions and information about work orders.

The Caseworker(s) is(are)..., for questions regarding victims and assistance provided.

The Director is..., for questions regarding the organization and its functions.

VOLUNTEER INFORMATION SHEET (2)

WORKING WITH THE VICTIMS

We have done our best to evaluate needs and determine what our response should be for everyone we are trying to serve. However, your involvement with victims is an important part of that evaluation. If you are asked to help someone in some way that appears questionable to you, do not assume that we are completely aware of everything you see or learn. On the other hand, we may know something that is not apparent to you. We do not guarantee that we will agree in all things that must be done, but we encourage you to communicate with us.

We hope, as you do, that the victims will work with you in their own recovery. In many cases we have found that this is the case. However, there will be victims who have been totally overwhelmed by their loss and may be beyond enthusiastic involvement. Recovery must deal with emotional rebuilding as well as the practical. If you feel the victim's response is purely one of cheerful laziness, let us know. However, try not to misread injury as apathy.

Not everyone of you will be able to reach out personally to the victims. Knowing what to say and what not to say is difficult. It is important not to try to provide counseling to everyone you meet. However, we ask you to keep two things in mind:

1. Involve the victims in what you are doing, if at all possible.
2. Take time to listen if the victim begins to share. Official counseling services following a disaster are often unsuccessful because they require victims to admit publicly that something is wrong. Although listening cannot replace professional counseling, it can help identify those who need it and can help many who only need to share their pain. If the victim seeks out a listener, and no one in the group is comfortable doing so, let the Volunteer Coordinator know so that someone may be added to your group to address the specific need.

It is important for the group leaders to communicate to the victims that you are volunteers. In the past, there has been some confusion about services provided by the government and this has caused an attitude of "you owe this to me" on the part of some victims.

There are badges and signs to help identify you as volunteers working with our office. Please wear them at all times in the community and on the job site.

COORDINATING VOLUNTEER SUPPORT

The tasks of clean-up, repair, and rebuilding take an enormous number of out-of-town volunteers. Few of these people are able to operate completely independent of local support. Most need food to eat, a simple place to sleep, facilities in which to bathe and prepare meals, or, at the very least, an electrical hookup for campers. Most of these needs can be met through donations and access to local facilities, but the Volunteer Coordinator must organize and oversee the process. At times the number of volunteers is so great, and the resulting needs for support so complex, that the task of coordinating volunteer support becomes a separate area of responsibility.

Most of the work of coordinating support comes down to using common sense to acquire the basic needs for volunteers. However, there are a few aspects that are not quite so obvious:

1. Short term volunteers are, typically, incredibly flexible regarding their personal needs. They will cheerfully handle the most basic facilities and equipment. Sleeping bags for bedding, sheets of plywood on saw horses for tables and simple shower and kitchen facilities have been adequate for thousands of volunteers in past years. Give them the best you can, but more importantly *communicate the conditions they will face before they arrive.*

2. The primary source of support for volunteers is the local churches. To help these resources last as long as possible, involve as many volunteers as you can in as many ways as you can. A single church that offers facilities where volunteers may stay is often left with, and overwhelmed by, the entire task of volunteer support. This problem can be headed off by charging a committee of local lay-people or pastors with the task of collaborating on the total support needs.

3. The following are some valuable sources of supplies for volunteer support:

- * Cots and blankets may be available through the ARC (Red Cross).
- * A limited number of portable kitchens are available through the Baptist Church.
- * If no shower facilities are available and the bathrooms have more than one toilet, a plumber can easily install a temporary shower stall in place of one of the existing toilets.

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CASEWORK

By working closely with victims, caseworkers help them get the most out of available resources and provide both the CDRO and other service organizations with valuable information about the needs in the community. This serves a unique role since disasters create an entirely new group of needy people and categories of need. The value of casework is often missed. No other CDRO effort represents such potential in terms of resources gained for energy expended.

CASEWORK:

- * helps victims understand and access the complex variety of federal, state and local aid.
- * insures that victims are maximizing all outside resources prior to expending those of the organization.
- * collects information on the needs within the community.
- * prioritizes victims for assistance.
- * evaluates needs and authorizes victims for CDRO assistance.
- * helps the CDRO define its operations and apply its own resources effectively.

THE CASEWORKER

A caseworker is a pragmatist with a heart. It is not difficult to find people with compassion for the victims of a disaster. It can be very difficult to find someone who can feel for the victims and still make tough, realistic, and often painful, decisions. They must be able to consider the unique needs of the individuals with whom they are working and yet still retain a sense of the big picture.

Caseworkers need good common sense, the ability to listen, to read people and to be decisive. A caseworker does not need to be a counselor. However, a trained counselor is one of the resources a caseworker may call on.

Most of the skills that a caseworker needs must be learned on the job. Even people with extensive experience in social work will have to learn what resources are available and how to access them.

Caseworkers need long term involvement to develop the necessary skills and see victims through the process of recovery. However, they do not need to be involved eight hours a day, five days a week. Office volunteers can inform victims what hours or days are open for casework. It is more important that the overall availability of caseworkers is sufficient to handle the level of need.

OPERATIONAL SUMMARY

TAKING APPLICATIONS

Taking applications for disaster recovery is more involved than merely filling in little empty squares on a piece of paper. The communications between the victims and the caseworker sets the tone for the entire recovery relationship. If handled properly, the victim comes away with a sense of hope, a clear understanding of the help potentially available and the knowledge that they fill the primary role in their recovery. The application serves as a tool to help caseworkers ask the right questions, record accurate information, evaluate needs, prioritize and authorize assistance and record services rendered. The information gathered is, at times, the only information you will have for making decisions regarding assistance for months to come.

APPLYING AVAILABLE RESOURCES

Applying resources available inside and outside the organization requires a complete understanding of what is available. The basic information about outside resources is defined by the Director and passed along to the Caseworkers. Information about resources inside the organization are available from the various Coordinators.

DETERMINING CDRO ASSISTANCE

Determining assistance is a process of carefully balancing needs and resources. Although needs in the community will entice you to try to address them all, you will need to limit your assistance to disaster related losses and only return homes to pre-disaster conditions.

MAINTAINING FILES

Deciding who will receive what requires the ability to review the overall remaining needs in the community. As services are rendered and victims take on part of their own recovery needs, the files on the victims must be kept current and accessible. This may involve a simple file cabinet or a computer database.

TAKING APPLICATIONS

The best way to collect accurate information from individuals is an application. The format included with this handbook is taken from the most effective applications of the past. It serves as a tool to help caseworkers ask the right questions, record accurate information, evaluate needs, prioritize and authorize assistance and record services rendered. Because the exact extent of assistance will not be known until near the end of recovery, certain information must be collected based on what services *may* be provided.

FILL OUT APPLICATIONS AT THE OFFICE

A common mistake is distributing applications throughout the community or having pastoral lay people or volunteers canvassing the community, completing and submitting applications. On the surface, this appears to be an appropriate course of action when the number of victims is large. However, it is important for victims to come to the office to fill out an application for two reasons:

1. It is essential for every step in the recovery process to encourage people to help themselves. This can be undermined if representatives of the CDRO appear to be actively looking for people to help with applications in their hands. Few people are going to turn down help when it seeks them out. The victim coming to the CDRO is the first step in establishing a recovery effort that is motivated by the victim.
2. The second reason to have victims come to the office is to limit the number of caseworkers overseeing the application process and keep them in close proximity to each other to resolve unique situations jointly. By eliminating travel time you can handle the same number of applicants with half the caseworkers.

CASEWORKERS SHOULD FILL OUT THE APPLICATION

Regardless of how simple or complex they are, few applications filled out solely by the victim will include all the information or be recorded properly. Anyone who has done their taxes understands the simplicity of the correct answer and the difficulty in discovering it. The tax form is fairly brief but the instruction book goes on for pages. An application for assistance is similarly simple and the process of filling one out can be similarly complicated. For this reason it is easier to train a small number of caseworkers to know the instructions and have them guide victims through the application. This simplifies both the form itself, and the victims' involvement in the application process and results in highly accurate information. The time spent with a victim filling out the application is easily recouped in the level of readability and accuracy attained. Every caseworker should be trained by and work with an experienced caseworker when they are first getting started.

UNDERSTANDING VICTIMS

To effectively communicate with victims it is important to be aware of some of the dynamics of working with them.

Disasters bring out the best and the worst in people. Some will uplift you with their compassion and sacrifice, while others will disappoint you with their deceit, greed and selfishness. However, to help those in need, a few liars must also be helped. The only way to *eliminate* abuse is to eliminate service. No one has ever discovered a fool proof method of separating the needy from the greedy.

Some victims will be ashamed to ask for help. Poor people may be suspicious of help and have questions about their property or finances. Many will become frustrated by having to wait to begin repairs until insurance adjusters have made their evaluations.

Victims need hope, not hopeful promises. Unsupported promises can lead to destructive expectations.

MAINTAIN A VICTIM MOTIVATED RECOVERY

Having the victims come to the office to fill out an application is the first step in developing a recovery effort motivated by the victim. The second step is encouraging them to retain responsibility for their own recovery while filling out the application. You are faced with the difficult task of assuring that victims don't endure unnecessary hardship *and* that your limited resources are not wasted. Here are a few things that can help during the application process:

FOCUS YOUR CONVERSATION - Casual remarks like "we will do everything we can do to help you" are natural but can be very damaging. The entire conversation between the victim and the volunteer sets the tone of the relationship and affects the victim's perception of the organization.

DON'T ASSUME RESPONSIBILITY FOR A VICTIM'S NEEDS - A common mistake made in the application process is to assume that: *What was damaged or lost* is the same as *what help is needed*. The victim is the most important, and at times the most fragile, resource in recovery. It is easy to do victims lasting harm by stepping in and taking over their lives. Victims need to identify what they lost, what they can do for themselves and what assistance they need. Maintain an attitude of assisting people as they help themselves.

NEVER UNDERESTIMATE THE ABILITY OF PEOPLE TO HELP THEMSELVES - If no resources were donated and no organization came to help, every victim would work through their own recovery somehow. Your desire needs to be to support that resourcefulness not replace it. The most difficult part of that process is when the victim is defining what they can do for themselves and what assistance they need.

LEARN TO DIFFERENTIATE BETWEEN ANXIETY, GREED AND NEED - those who yell the loudest are rarely those in greatest need and people asking humbly for little are often in need of much.

THE APPLICATION

Urgency # 1 2 3 4 5

Labor # 1 2 3 4 5

Income # 1 2 3 4 5

Case # _____ Status: Pending _____ In-process _____ Complete 1 2

Last Name _____ HoH* _____ SS# _____
 Street _____ City _____ Map # _____
 Mailing Address _____ Zip _____
 # in Home # over 65 # under 12 # Disabled
 Daytime phone # Nighttime phone #

Each category should be classified - total, major, minor, or complete

Electric	Carpentry	Glass	Int-Doors
Plumbing	Roof	Floors	Debris
Masonry	Windows	Ceilings	Roof Type
Structure	Ext-Doors	Int-Walls	Assistance

Single Beds	Double	Dressers	Frig Y/N**	Range Y/N	Washer Y/N
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FEMA #	Household \$	Repairs \$
ARC Emergency \$	ARC Additional Assistance \$	
Insurance Household \$	Repairs \$	

NOTES

MATERIALS AND SUPPLIES DISTRIBUTED

#	Description	Signatures
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

* Head of Household ** Yes or No

UNDERSTANDING THE APPLICATION

The application is generated by the data base computer program that is available with the handbook. However, it is designed to be used with or without the computer. This is done to simplify the transition to computerized records, should the need arise.

The following notes clarify some of the questions asked:

SUMMARY RATINGS - are filled out at the completion of the entire application and therefore are discussed in detail at the end of Taking Applications. They are across the top of the page to allow a caseworker to identify priorities quickly while flipping through a stack of applications.

URGENCY RATING 1 2 3 4 5 - defines the status of victims' living conditions.

LABOR RATING 1 2 3 4 5 - defines the victim's ability to provide or locate their own labor for repairs or rebuilding.

INCOME RATING - defines the victim's ability to handle their own financial recovery needs and is used to prioritize the distribution of donated materials and supplies.

CASE # - helps cross reference in both paper and computer files.

STATUS - records the current state of activity between the CDRO and the victim (refers primarily to repairs and rebuilding).

PENDING - refers to a file that requires CDRO labor, but not part of the current priorities.

IN-PROCESS - refers to a file that is part of the current priorities and has been passed along for assessment.

COMPLETE - refers to a file that no longer requires CDRO assistance. These files differ slightly and are clarified by the following codes:

1 - Closed and signed off by the victim.

2 - Closed by one of the staff - the reason is recorded on the bottom of the application and signed by the person who closed it. This may be an abuse of the program or misrepresenting information.

3 - Closed, but there is some area of need that perhaps should be addressed by the church community. In the process of working with poor people in a community, a CDRO will come in contact with needs that are every bit as great, but not caused by the disaster. This information is also recorded at the bottom of the application.

STREET ADDRESS - Physical location of their home during the disaster.

MAP # - refers to one of the 8 1/2" x 11" reductions of the larger map.

CURRENT MAILING ADDRESS - if information needs to be sent to them.

MAP CODE - refers to the letter and number code that identifies where on the reduction the home is / was.

DAMAGE TO HOME - these categories provide the basic information needed to prioritize assessment and assign volunteers. They answer the basic questions of what type of assistance is needed and the extent of the need. Each aspect of the home is described by the following:

TOTAL - damage that has destroyed the entire element.

MAJOR - damage that will take more than a couple of days to repair.

MINOR - damage that will take a day or two to repair.

MAJOR AND MINOR - may appear somewhat vague, however, all attempts in the past to apply more definite degrees of damage have resulted in more confusion with no additional accuracy.

ELECTRICAL - if it's functioning and not dangerous, it's complete.

PLUMBING - if it's functioning at pre-storm level, it's complete.

MASONRY - if foundations / piers are stable and safe, it's complete.

STRUCTURAL - if there's no damage that requires *professional* construction skills, it's complete.

CARPENTRY - if there's no damage that requires people with *general* carpentry skills, it's complete.

ROOF - if it's structurally sound and weather tight, it's complete.

WINDOWS - if they function and are weather tight, it's complete.

DOOR-EX - if they function and are weather tight, it's complete.

GLASS - if there is no glazing needed, it's complete.

FLOOR - if it's safe for traffic, it's complete.

CEILINGS - if the ceiling isn't loose and/or hanging, it's complete.

WALL-INT - if it's not open or unsafe (bare wires), it's complete.

DOOR-INT - if privacy doors (bath/bedroom) function, it's complete.

DEBRIS - if it is not affecting livability, it's complete.

ROOF TYPE - asphalt roll metal slate wood

It is difficult to draw the lines at such austere limits until you realize that there are still many who lack these simple things.

ASSISTANCE - records one of the following conditions:

AL - Active file where only Labor is needed.

AM - Active file where only Materials are needed.

ALM - Active file where both Labor and Materials are needed.

TOT - file that should be reviewed for a TOTAL rebuild.

<u>Single Beds</u>	<u>Double</u>	<u>Dressers</u>	<u>Frig</u>	<u>Range</u>	<u>Washer</u>
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This is to record lost furniture and appliances. Spaces next to furniture are to record the number lost or damaged. Appliances are simply circled. The space below the items is to record items when they are distributed.

FEMA # - is the number from the FEMA letter and simplifies confirming information on the application when it is necessary.

ALL \$ - simply records the amount of money received from these sources.

NOTES - is for critical information that does not fit on the application. Do not use it to describe in narrative any information that can be recorded within the objective part of the application. Doing so would make prioritizing assistance an endless task of reading and comparing subjective information. Notes like "call ahead, mean dog in yard" are helpful.

Notes like "she's in real bad shape, problems with the plumbing, she says that the light in the bedroom flickers when the front door is slammed, she..." are worse than useless. Once a victim's file has been pulled, as a result of objective information, *notes* help the volunteer know better who they are trying to help and what they are faced with.

MATERIALS AND SUPPLIES - is filled out by the assessor who confirms the condition, determines the material needs and signs it. It is also used by Caseworkers to record distributed furniture, household goods and appliances.

The Warehouse Manager uses it to record distributions and the signature of those that handled the distribution and picked up the items.

THE APPLICATION PROCESS

1. **DETERMINE WHERE THEY LIVE** - this simply makes sure they are within the area in which you are working. If they are not, refer them to the appropriate recovery center. If the location of their home is unclear, check the map. You will need the information from the map later anyway.

2. **SHARE WITH THE VICTIM WHAT THE CDRO IS ABOUT**

- * Established to help victims in *their* efforts at recovery.
- * Not supported by the government.
- * Supported by volunteers and donations and therefore only able to help as fast as, and in ways that, it is helped.

This is an important start but can be an awkward way to begin a conversation. It can be eased somewhat by asking "Do you know anything about our organization?"

3. **ASK WHAT THEY NEED** - This question is not meant to elicit a detailed description of all the victim's needs. Rather it merely gives the caseworker a sense of what the victim considers most important and gets the conversation focused on what is needed rather than what is damaged. If the need is simple, it is pointless to fill out an entire application and run them through the whole program. However it is always worth getting the basic information and recording what is supplied.

If their response seems overly simple be sure and ask if they will be able to handle the rest of their needs. Usually the people you want to help the most are the least demanding.

4. **DEFINE THEIR SITUATION** - See the section on damage and losses.

5. **DISCUSS AND SIGN THE RED CROSS RELEASE OF CONFIDENTIAL INFORMATION** - This document officially authorizes the CDRO to confirm with the ARC the financial information given, but also encourages victims to be honest in their answers.

6. **RECORD FINANCIAL RESOURCES** - Most victims will offer the information gladly. If someone resists or refuses, let them know that the financial information is a critical element in the process of determining eligibility and that they cannot be prioritized without it.

7. **RECORD LABOR RESOURCES** - This step defines who will address needs. Questions like the following focus the responsibility back on the victim and help maximize CDRO resources. "If we can supply the materials that you can't afford, can you, or someone you know, handle some of the repairs?" At times reading back through the entire list of needs is the only way to get a good answer.

8. COMPLETE THE SUMMARY RATINGS

URGENCY RATING - The following list explains the numbers and is listed in order from the most urgent to the least urgent:

- 1 - Any aspect of damage that affects the safety of the family.
- 2 - Roof repairs.
- 3 - Weather proofing exterior walls, windows, and doors.
- 4 - Stabilizing floors and ceilings.
- 5 - Repairing interior doors and walls.

This urgency rating is based on the information gathered during the discussion about the *damage status* section. Most homes will have a variety of things wrong with them and in many cases will need work in all 5 categories. However, the urgency rating number identifies the *most urgent* need in the home.

- * If any urgent issues come up in discussion, circle the 1 at the top of the application and turn it over to the Work Coordinator.
- * If no urgent issues come up, refer to the schedule to determine the smallest applicable urgency rating.

EXAMPLES:

- If there is roof damage you would circle the number 2.
- If the roof and exterior are sound but the floors are damaged you would circle 4.

LABOR RATING - The following list explains the numbers and is listed in order from the most needy to the least needy:

- 1 - Elderly or disabled without support.
- 2 - Single mothers with children without support.
- 3 - Elderly or disabled with potential support.
- 4 - Single mothers with children with potential support.
- 5 - All others.

Support refers to a family member or friend that is able to handle the necessary repairs.

There are certainly additional degrees of ability in victims helping themselves. However, defining them in some easy to understand, objective format has met with no real success and only caused confusion.

On the following page is a schedule that prioritizes applications for work teams by combining the level of urgency and the victim's ability to provide their own labor.

INCOME RATING - It is essential to determine who are most needy when distributing a limited amount of donated supplies or materials.

SCHEDULE FOR DETERMINING PRIORITIES FOR WORK TEAMS

This puts applications in order by combining the level of urgency and the victims' ability to provide their own labor.

URGENCY

SELF HELP

1 - Dangerous	1 - Elderly/disabled with no support
1 - Dangerous	2 - Single mothers with children and no support
1 - Dangerous	3 - Elderly/disabled with potential support
1 - Dangerous	4 - Single mothers with children and potential support
1 - Dangerous	5 - All others
2 - Roof damage	1 - Elderly/disabled with no support
2 - Roof damage	2 - Single mothers with children and no support
2 - Roof damage	3 - Elderly/disabled with potential support
2 - Roof damage	4 - Single mothers with children and potential support
2 - Roof damage	5 - All others
3 - Exterior	1 - Elderly/disabled with no support
3 - Exterior	2 - Single mothers with children and no support
3 - Exterior	3 - Elderly/disabled with potential support
3 - Exterior	4 - Single mothers with children and potential support
3 - Exterior	5 - All others
4 - Floor/ceiling	1 - Elderly/disabled with no support
4 - Floor/ceiling	2 - Single mothers with children and no support
4 - Floor/ceiling	3 - Elderly/disabled with potential support
4 - Floor/ceiling	4 - Single mothers with children and potential support
4 - Floor/ceiling	5 - All others
5 - Interior	1 - Elderly/disabled with no support
5 - Interior	2 - Single mothers with children and no support
5 - Interior	3 - Elderly/disabled with potential support
5 - Interior	4 - Single mothers with children and potential support
5 - Interior	5 - All others

9. INTERPRET THE INFORMATION - Although it is impossible to know exactly how and when the CDRO may be able to help each victim, it is important to give them some idea of where they fit into the overall priorities. One of the greatest motivators toward self help is knowing how long it may be before the CDRO will get to them.

10. EXPLAIN THE REVIEW SERVICES - Many victims, frustrated with waiting for CDRO volunteers to arrive, will begin the repairs themselves. This is great unless the victim wastes money needlessly or gets abused in a bad contract. Every victim waiting for help should be aware that skilled people at the CDRO, overseeing materials and construction, will gladly help them review material lists, contracts and the pricing of both materials and labor.

11. COMMUNICATE THE IMPORTANCE OF VICTIMS USING THEIR FEMA MONEY WISELY - First, because FEMA checks up on the people to whom they have given grants. Second, because the CDRO will limit assistance to the difference between the victim's needs and the value of the grant to what the victim would have needed had they used their grant for recovery purposes.

12. COMMUNICATE WHAT'S NEXT - Every victim should know what to expect next, whether it is a visit from an assessor...or other.

13. VERIFY INFORMATION - Communicate with other record sources (FEMA and ARC) to verify information if necessary. Local people working in, or retired from, a job in any of the human services can also be a good source of general information. Pastors, teachers, social service workers, anyone who has worked closely with the public, particularly the poor, is of tremendous help. This involvement may be as simple as reviewing or offering insight into confusing cases.

APPLYING AVAILABLE RESOURCES

Many victims go without help because they do not know what aid is available or how to get access to it. Caseworkers, by working with a number of victims, develop skills in determining eligibility and are able to help victims understand and access the maze of resources inside and outside of the CDRO. This not only helps the victims, it assures that CDRO resources will not be used needlessly.

FEDERAL EMERGENCY MANAGEMENT AGENCIES AND THE RED CROSS

One of the most important services that caseworkers can offer is to assure that every eligible person in the community receives the FEMA and Red Cross assistance to which they are entitled. These funds represent the single largest financial resource available to the CDRO, but because this money is paid directly to victims, the CDRO has no direct access to FEMA or Red Cross funds. However, much of the work the CDRO will undertake is possible only because of these funds. Therefore, if the victims do not receive these emergency funds, the CDRO will end up using some of its' limited funds unnecessarily.

FEMA funds are a grant, not a loan, and (in the past) supposedly calculated to provide 75% of the loss for eligible victims. From past experience, the result is more like 50%. In most cases it provides enough money for materials and, if the labor is donated, adequate repairs can be made.

The best thing a caseworker can do during the application stage is make sure that all victims apply for and receive a response. If the grant appears to be unusually low considering the situation, a victim can appeal the decision. Caseworkers can help the victim in this process by contacting FEMA for information regarding the victim's file and helping the victim prepare the appeal. Successful appeals are usually the result of additional information that

was not considered, rather than just complaining about the grant.

When a home is totally destroyed, FEMA may give up to \$10,000. Victims that receive the full grant are turned over to the Red Cross for review to determine if they need Additional Assistance, or AA as it is called by the Red Cross.

As with FEMA, caseworkers should encourage victims to apply to the ARC (Red Cross) and can help with appeals. This has been a bone of contention in the past. The ARC requires any recipient of less than the full \$10,000 FEMA grant to be turned down on 3 appeals prior to stepping in with Additional Assistance (AA). Getting three denials from FEMA is virtually impossible. After the first appeal they won't deal with you at all!

ARC does produce a survey of the entire community that can serve as a good source of information to the CDRO for verifying pre-disaster conditions, FEMA and ARC financial support and clarifying apparent differences between the victims situation and the grant given by FEMA.

USING FEMA AND ARC FUNDS

One of the best ways to help victims get the most out of their FEMA and ARC funds is to educate them about how to use the money wisely. In the past, this has led to some very bad policy decisions by CDROs:

- * Some groups have required the victims to get as far as they can with their money, and the CDRO will help with the balance of their needs. This has led to unwary victims using their grants poorly on overpriced materials and fly-by-night contractors and thereby needing additional CDRO funds unnecessarily.

- * Some groups ask the victim to turn their funds over to the organization so the CDRO can manage the needed repairs. This can be very effective but eliminates the victims from participating in their own recovery. Even in the best of organizations this has led to rumors of mishandling funds.

These problems can be avoided by working closely with victims and helping them spend their money wisely when they are ready. This approach protects the CDRO from allegations of wrongdoing and still insures effective use of available funding.

LOCAL RESOURCES

In addition to FEMA and the ARC, there are a number of local resources that may or may not be active or available in your community. Because these resources require some definition by the Director prior to being used, they are covered at length under *Directing a CDRO*. Once the Director has established what resources are available and how best to use them, the information should be given to the caseworkers.

LOCAL HUMAN SERVICE ORGANIZATIONS

Many of the needs a CDRO will want to address were dealt with by human service organizations prior to the disaster. Church or community sponsored programs providing food, clothing, shelter, transportation, home repairs and counseling may all have been in place. Although not specifically designed for disaster recovery, or equipped to handle the scale of the need, many have staff, facilities, procedures and experience that can provide a valuable base on which to build. The director should identify related services and decide which are suitable for cooperation and support from the CDRO. Once the relationship has been established, caseworkers can prepare and refer victims as they would for any in-house service.

LOCAL PROFESSIONALS

Many of those who will never receive any of the CDRO's limited financial resources have needs that a CDRO can help through professional consulting. By contacting and organizing willing local professionals, the director can provide the caseworkers with valuable resources for addressing issues like insurance claims, building and repair prices and contracts, reporting losses on income taxes, applying for loans, managing money and dealing with emotional problems. These professionals are often glad to help and yet are not able to find an organized way to use their areas of expertise.

CDRO RESOURCES

As resources are made available to the CDRO and it begins to provide services directly, caseworkers will add this information to the list of available resources. This may be information from:

- * the Warehouse Manager about donation materials and supplies.
- * the Director about free professional consulting.
- * the Work Coordinator about volunteers for clean-up, repair, and rebuilding or review services for victims that are doing their own repairs.

DETERMINING CDRO ASSISTANCE

During the process of clean-up and protecting homes from further damage, volunteers and supplies are distributed without regard to a victims economic situation. Rich and poor alike are needy and help is based more on the practical issues of transportation and working systematically through the community.

As the focus shifts to repairs, rebuilding and distributing donated furniture and appliances, assistance becomes more complex and resources more limited. This thrusts the CDRO into making the difficult decisions regarding who will receive the limited resources available. These decisions are complicated by the fact that you do not know how much assistance (materials/volunteers) you will finally receive. The following guidelines help direct the proper use of resources:

LIMIT ASSISTANCE TO DISASTER RELATED LOSS

This may sound obvious but you will uncover many needs that were not caused by the disaster. Age old rotting sills or homes destroyed by fire after the disaster stir up feelings of "aren't these needs as great as those caused by the disaster". These pursuits are worthwhile but must not be combined with disaster recovery. The resources provided you have been given because of the severity of the destruction to your community. Every person who offers help has similar non-disaster related needs in their own community. If you begin to use those resources for other needs, you are not using them for what they were intended and they may dry up.

RETURN HOMES TO PRE-DISASTER CONDITIONS

Many victims desperately need to improve the living conditions they were in prior to the disaster. Homes with inadequate space or plumbing facilities truly have great needs. However, again, there are similar needs in the communities that are helping you. This is not to say that those needs are less important, rather that they are for your community to address separate from the disaster recovery work.

LIMIT ASSISTANCE TO WHAT CAN NOT BE DONE BY OTHERS

It is a poor use of CDRO resources to provide something that could have been supplied by FEMA, RED CROSS, etc. This seems simple enough until you begin to deal with the complexity of discovering what resources a victim has been given and assuring that they use it for their own recovery before tapping additional resources.

PRIORITIZE ASSISTANCE

Assistance should be based on a combination of urgency and the potential for self help. It is clear that a destroyed roof is more urgent than damaged floors but there are still varying degrees of need among all those with roof damage. These priorities are described in order on the schedule used during the application process.

PROVIDE LABOR ASSISTANCE IN STAGES

Because the exact level of donations is unknown until near the end of recovery, providing assistance justly requires the CDRO to work in stages that cover the entire community. As each stage is completed, examine the remaining needs and resources and define the next stage of assistance. This eliminates the devastating situation of providing total assistance to those whom you help first and minimal assistance to those you get to last. These stages apply primarily to volunteer labor because it is flexible enough to be used in a few or in many locations and in varying amounts.

By the time all roofs are repaired the bulk of donations and volunteer resources are pretty well established. This is the time to review the number of victims, their level of need, the level of resources and define the next stage. This will require the input of the Director, the Work Coordinator and the Warehouse Manager as well as the caseworkers. Do not confuse the 5 priority levels listed in the schedule with the stages you will provide. Stages may include more than one. The stage must be based on the ability to provide that assistance for any victim in the entire community. If there are resources left when the stage is complete, it is simply a matter of another review and defining the next stage.

BALANCE DISTRIBUTION

Donated materials cannot be provided in stages, but rather require balanced distribution. If you are given 7 ranges and 5 refrigerators you must decide how many victims will be helped - 7, 12 or any number in between. The task is to match resources and needs the best you can. However, there are a few items put on the application specifically to help in these decisions:

- * The ARC grant for household items (this is often well below replacement costs).
- * The *income rating* is a tremendous help in prioritizing those least likely to be able to replace lost items themselves.
- * The overall damage of the home provides a good idea of the total loss involved and the quantity of items lost.

AUTHORIZING DISTRIBUTION

Once the decision has been reached, the caseworkers must communicate this to the affected victims and the warehouse manager. Complete the application so that it communicates what is to be given out and records the people that approved it, distributed it and picked it up. This information is recorded on both office and field copies. The victim is contacted and told to come to the office to pick up the approved application and take it to the warehouse (if they are in different places). It is the responsibility of the Warehouse Manager to return signed applications to the office. Office staff are responsible for recording the information on the office copy or in the computer records and returning the field copy to its appropriate location within the priority file.

Authorization for building materials are based on the stages established by the entire staff and approved by the assessors which is covered in Work Coordination.

MAINTAINING FILES

If you are handling less than 50 victims, a computer may be of questionable value. If it looks like the number of victims will exceed 100, a computer may be of tremendous assistance. In addition to this handbook, software programs have been designed specifically for CDRO use. They are user friendly and are designed to help volunteers get up to speed quickly.

PAPER RECORDS

If the number of victims exceeds 100, and a computer is not available, it would be helpful to have two separate files of applications. The first would be the office copy, arranged alphabetically, which would never be taken out of the office. The second would be a field copy and be arranged by priority rating so that assessors and work coordinators can readily locate the next victims to be helped. This copy would also be used to approve and record distribution of furniture and appliances.

COMPUTER RECORDS

The computer programs provide two valuable services.

They will:

1. quickly review all the records and select files with specific needs or conditions like all those:
 - * from a defined geographical area for assessment, clean-up, or repair teams,
 - * with a specific type of need to direct a specific resource like an electrician, plumber, mason etc.
 - * with the next priority level of need.
2. produce up-to-date reports on the overall progress, the work remaining, and a rough idea of materials and volunteers needed.

When using the computer, applications should be filled out by hand, entered when time allows and the original filed alphabetically in the office for backup.

THE PASTOR FACES NATURAL DISASTER

By: Rev. Harold K. Bales, DD

The most important things we do in life, it seems, God intends we do as amateurs. Think of the first moments, the first-time experiences of life that are fraught with danger, but also filled with wonder because they are the moments that matter most. First moments, amateur hours--the times of choosing a mate, bearing children, guiding a child through the trials of adolescence, hearing the call of the Lord to ministry--these are just a few of those defining times in our lives that we almost always undertake without experience. Dealing with natural disasters or social cataclysms is like that too. They usually come upon us with too little warning. They force us to fly by the seat of our faith and learn as we go through the stress of the trauma. But because others have had the experience before us we can at least take note of some guideposts that they have erected amid the debris to help us. Here are a few words of counsel I offer to you if you are a pastor suddenly thrust into leadership following a natural disaster.

1. **ASSERT YOUR LEADERSHIP.** You will be inclined to underestimate your leadership role. Humility and natural modesty will inhibit you, but you must honor the natural, significant, accepted leadership position you hold in your community. Although you think of yourself primarily as a religious, spiritual leader, you are a key part of the larger web of community leaders in your region, city, county or town. You have training, experience, skills and an *image* in the public mind that make you essential to the recovery effort. You must work hard to remember that others look to you in a time of crisis and trauma. If you are the pastor of a small congregation, you may need to reach (perhaps for the first time in your ministry) for leadership techniques common to large church pastors, but not often required in smaller parishes. In other words, you will not be able to do everything your heart tells you to do. If it has not been your style before, you will need to learn instantly to multiply your ministry by leading others to become ministers. This means you will work from a hierarchy of positive values. You will identify many positive goals and tasks. Then you will rank them in order of urgency. Finally, you will determine which of those things you, and only you, must do and which must be done by others--with your encouragement and support, of course. Don't assume someone else is going to step forward to lead!
2. **WORK WITH OTHERS.** The first necessity in this approach is to make (if you do not already have one) an alliance with other pastors. You all share the burden and opportunity for the leadership role just described. You may very well discover that you are the most effective leadership team in your community. Governmental leadership is often not prepared and able to mount a coherent, effective, and *immediate* response to disaster. Your Ministerial Alliance may be the first line of response! Then, of course, you will work with secular groups as they begin to step forward. Finally, you will become almost instantly required to coordinate relief efforts offered by church groups from outside your community. They are eager to

help and they are a gift from God. However, they will occupy enormous amounts of your energy, time and organizational skill. If you are indifferent to this challenge it will deepen your dilemma.

3. **BE ALERT TO CERTAIN DANGERS.** Don't underestimate the negative forces arrayed against you. You may--indeed, almost certainly will--experience the negative forces of "powers and principalities" threatening to thwart your efforts. The first, shocking thing with which you will contend is the profiteering that follows a disaster. Some people from your own community will attempt to exploit the misery of their neighbors for financial gain. Of course, outsiders with ulterior motives will also swarm in. You will experience some opposition to your leadership from secular (for instance, some business and political interests) sources because of your non-profit efforts. I hasten to add that most will be grateful for what you are doing. This is where your Ministerial Alliance can be so important to your effort. There is strength in your association. Surprisingly, you will draw complaints and accusations from some of the very people you are attempting to aid. This is not a common problem, but it is painful when it comes because you are trying so hard. In a traumatic situation, stress causes all kinds of spontaneous reactions. Inevitably, some people feel that they are treated unjustly while others get greater benefits. Finally, you will get some criticism from members of your own congregation. They may, for example, feel you are neglecting your work for which they have "employed" you. I can only observe that this criticism seems usually to come from those not personally touched by the disaster--or those whose personal fortunes are furthered by the misfortunes of others--or those whose theology of ministry and service is underdeveloped. What can we say to all of this? I simply suggest that it be treated both theologically and pragmatically. These negative forces cannot be allowed to overcome the forces of compassion, mercy and healing.
4. **TEND YOUR OWN SPIRITUAL RESOURCES.** Your own personal resources are not limitless. When your adrenaline begins to want--and you need to remember that the typical disaster recovery time is months, not days--you become profoundly vulnerable to collapse. Here are some simple suggestions. *Get away daily* for a few minutes of solitude. This is a hard thing to achieve but if there is going to be any daily *bounce back* it will probably happen then. *Invite visiting pastors to preach.* You will have that opportunity because visiting church work teams will want to come and help on weekends. Take the pressure off yourself and let a colleague preach and minister, not only to your congregation, but also to you. Sunday mornings, during the height of the crisis, are a time for energizing the congregation, not enduring the exhaustion of their worn-out pastor. *Concentrate your pastoral leadership in the area of prayer and supportive community.* This will restore your own soul and keep you intimately connected with your congregation. *Get a trusted outsider to monitor you and give you personal counsel.* When stress causes you to lose touch with reality, operate with a too short fuse or begin to suffer exhaustion, you need someone to intervene. Make it someone you trust to be honest with you. Select someone you know loves you. Insist from the beginning that this person be firm. This is not only in your interest but in the interest of your ministry. Finally, keep in touch with your denominational leaders. They have a responsibility to you, but may not necessarily

know how to relate to you at a time like this. The more you can involve them as partners, the better.

5. **TEND YOUR FAMILY'S NEEDS.** Your immersion in a ministry of serving God by serving others is an occupational hazard in the best of times. It can be a family disaster in these worst of times. If you value your family and believe the stewardship of relationships is an essential expression of spirituality, you will need to place the care of your own family at the top of your hierarchy of values. Get out-of-town every few days for an overnight, family retreat if you possibly can. *Eat and sleep with them.* You may be forced into an erratic schedule for a while but make this a priority. *Pray with them.* You aren't strong enough to bear your burdens alone. And they aren't strong enough to bear you when you become a burden to them. They do, after all, share a partnership with you in your ministry and they deserve this time of engagement with God and you, all together.

A crisis is an awful thing. It is a wondrous thing, too, because God is always present in the most surprising ways. Natural catastrophes are traditionally described as "acts of God." Hurricanes, tornadoes, floods, earthquakes and such are not, to my mind, acts of God. The real acts of God are the countless acts of mercy, compassion and healing that follow in the wake of disaster. The miracles multiply in times like these. My heart is always stirred as I see dedicated pastors rise--usually as amateurs--to genuine heroism. When a tragedy strikes the place where they serve quietly and faithfully during the routine of ordinary days - they emerge as unusual and extraordinary leaders. I pray that these words of counsel will be a help when the next call for heroism rings forth.

NOTES

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